Based on a review of the experience of agencies operating day care services, this report proposes guidelines for action; develops a core program with options; reviews possible funding sources; and summarizes day care standards. The report is divided into the following sections: I. Guidelines for Action; II. Core Program and Costs; III. Options to the Core Program; IV. Financing Chicago Housing Authority Day Care Centers; and V. Standards Applicable to CHA Day Care Centers. Exhibits and a bibliography are provided. (DB)
GUIDELINES FOR PLANNING A DAY CARE PROGRAM IN LOW INCOME AREAS IN CHICAGO FOR CHILDREN
In recent years the Welfare Council of Metropolitan Chicago has assigned a high priority to child care and day care. The Council's interest in the day care planning field has generated a number of opportunities for cooperation in planning among governmental and voluntary agencies. A key example of this type of cooperation began in 1968 when the Chicago Housing Authority asked the Council for assistance in planning specifications and steps necessary to obtain operating funds for ten new day care centers to serve 1,000 children of low-income families. Staff of the Planning and Research Division were assigned to develop guidelines for a Core Program and to analyze sources for financing the new day care services. As a result of staff work with the cooperating public and private agencies, the Council has developed flexible guidelines for the development of day care services. A key example of this type of cooperation began in 1968 when the Chicago Housing Authority asked the Council for assistance in planning specifications and steps necessary to obtain operating funds for ten new day care centers to serve 1,000 children of low-income families. Staff of the Planning and Research Division were assigned to develop guidelines for a Core Program and to analyze sources for financing the new day care services. As a result of staff work with the cooperating public and private agencies, the Council has developed flexible guidelines for the development of day care services.
We especially wish to express our appreciation to the staff of the Chicago Housing Authority who cooperated so fully in this effort.

Because of the current interest in day care planning in this community and the entire nation, and because we have received so many requests for copies of our preliminary staff document, we are happy to make this publication available to the community.

John H. Ballard
Executive Director

NOTE: The following introduction was adapted for Illinois from the excellent statement of needs as it appeared in Day Care Planning in Massachusetts prepared by the Office of Planning and Program Coordination for the Commonwealth of Massachusetts, aided through a federal grant of the Department of Housing and Urban Development under Urban Planning Assistance program authorized by Section 701 of the Housing Act of 1954.)
INTRODUCTION

The Welfare Council of Metropolitan Chicago has been concerned for many years about the development of an adequate supply of day care services. A high priority for action to document the critical needs and problems of the field developed out of a workshop on day care attended by directors and board members of day care agencies affiliated with the Welfare Council of Metropolitan Chicago. The first Fact Book on Day Care of Children in the Chicago Area was issued in 1965 as background data for the workshop. An Advisory Committee on Day Care Planning was established to guide planning and research efforts in this important and complex area of service.

In 1967 the Welfare Council published Day Care for Children in Chicago: Needs and Resources by Community Areas. Chicago had some 4,700 spaces for full day care of children three to five years of age. Some 13,000 children were estimated to need such service. Some 38,000 children of this age group were estimated to have working mothers.

The need for supplementary child care services is becoming increasingly important from a variety of points of view.

I. There has been a dramatic increase in the number of working mothers in this decade. At least three million children are being left with inadequate care while their parents work to bring the family income up to an adequate level, according to the United States Children's Bureau and the Women's Bureau of the Department of Labor. In March, 1966, there were 9.9 million working mothers, which is more than six times the number in 1940 and more than twice the number in 1950. Two out of five employed mothers in March, 1966, had children under six years of age. This trend represents a significant social change in the nation. According to the Department of Labor, most mothers work because of economic necessity. Without their contribution to family income, the number of poor would be very much larger.

II. From the point of view of public assistance, the lack of child care services prevents some AFDC families from achieving self-sufficiency. There are currently over 71,000 families in Illinois' AFDC program. There are almost an equal number of low-income families who are not on AFDC. The Advisory Committee to the United States Department of Health, Education and Welfare in 1967 estimated that one-third of these families could become self-supporting if job training and child care services were available. Studies at the local level of the mothers on public assistance revealed the critical need for public assistance data in the field of child care services. The need for supplementary child care services is becoming increasingly important.

In New York City, for example, a recent survey of AFDC mothers indicated that they would prefer employment to public assistance if child care services were available. Studies at the local level of the mothers on public assistance revealed the critical need for public assistance data in the field of child care services.

The Welfare Council of Metropolitan Chicago has been concerned with the need for supplementary child care services. The first Fact Book on Day Care of Children in the Chicago Area was issued in 1965 as background data for the workshop. An Advisory Committee on Day Care Planning was established to guide planning and research efforts in this important and complex area of service.


Welfare. The number was especially high among black mothers, 80 per cent of whom preferred the option of employment, if their children could be well cared for.

3. There is increasing knowledge of the importance of early childhood education for all children. Early education is especially needed for children whose environment limits the amount of intellectual stimulation they get early in life and for children with physical or emotional handicaps. The President’s Commission on Mental Retardation pointed out in 1965 that three out of every 100 Americans is mentally retarded and that 75 per cent of this retardation results from poor developmental care. Much retardation could be prevented by environmental intervention. At the same time the cognitive psychologists are pointing out that environment affects the intelligence of us all. It is now generally accepted that I.Q. is not fixed, as was formerly thought. Dr. Benjamin S. Bloom of the University of Chicago, in his experimental work, found that 50 per cent of adult mental capacity is already acquired by the time that a child is four years old.

Dr. J. McVicker Hunt, Director of the Psychological Development Laboratory at the University of Illinois, now feels that with selection of proper environmental factors for infants, their I.Q.’s could be raised in some cases by as much as 50 to 75 points. This means the difference between the upper level of mental retardation to a college potential.

Without isolating cognitive needs as the only needs which children have, or even the most important needs, it seems clear that these new findings in the field of learning make it important to develop programs to remedy environmental lacks caused by socio-economic factors.

The above three points represent three important new inputs in the field of child care which affect planning in important ways. The field of child care is very different from what it was 20 years ago, before the rise in the number of working mothers, before the growth in the AFDC program, and before Head Start. In addition to these three major emphases, there are other fields which are beginning to recognize the need for child care services.

4. It is apparent that some major health and nutritional needs have been uncovered and met by Head Start programs. Infant malnutrition not only stunts physical growth but may also prevent the attainment of full mental capacity and social maturation. Early detection of physical problems, such as deafness, can prevent serious handicaps to learning and healthy growth. Experts in public health emphasize the importance of early intervention.

5. From an economic point of view, there appears to be a connection between the number of children in a family and the incidence of poverty. Seventy-one per cent of all poor families, nation-wide, have four or more children, as compared with 1.35 children for the general population. Apparently, the children themselves may represent a drain on family resources which may contribute to the incidence of poverty. Whether or not this conclusion is valid, economists see child care programs as contributing to economic opportunity and the development of human resources in two generations at once. For the children, the educational program can prevent learning handicaps and provide a better chance of success in society. They are also affected by any change in the family income. For parents, the care of children offers hope for the future, an opportunity for job training, educational advancement, and for increase in income through employment. Economists point out a connection between the national level of education and the Gross National Product. Here in Illinois, economic growth and prosperity are dependent on the development of the state’s human resources.
6. **Experts in social welfare consider child care services important because they have a potential for preventing family breakdown.** Where the family has serious weaknesses, child care services can strengthen it. Here in Illinois, our child welfare dollars are being spent primarily in programs for children after breakdown has occurred; many people in the field would like to undertake preventive programs as well.

7. **From the point of view of manpower needs, it is apparent that the economy is dependent on the efforts both of the women who have entered the labor force and those who are expected to enter it.** The work force in the United States contains 28 million women, one in every three workers. By 1980, there will be a projected 36 million women in the work force, and women will represent a greater portion of the work force. Working women are responsible for some of the economic growth that has taken place and will be needed if further growth is expected.

The anticipated need will occur primarily in the professional and technical workers providing human services, where the growth indicates a probable manpower shortage. Manpower will be needed to fill new positions being created, and also to replace people who leave the work force. On reason for the critical need for manpower among professional and technical workers is the fact that many women are found in these occupations, and the lack of available child care services causes a high rate of turnover. Some shortages of manpower are already apparent, such as among nurses and teachers.

### Recent Federal Developments

The needs listed above represent a variety of points of view from which the lack of child care services are being observed. Programs are designed to meet the need from these different vantage points, resulting in a variety of programs and legislative actions. From the point of view of the children, however, the need is the same—for good care which meets all the needs which children have in common, regardless of the reason for the program's establishment.

Legislation has been passed which provides for meeting the need for child care, usually focusing on some one aspect. Recent Social Security legislation brings the need for action into focus by making it mandatory that the state provide job training and child care for recipients of public assistance.

The Amendments to the Economic Opportunity Act of 1967 instructed the Office of Economic Opportunity to coordinate its efforts with those of the Department of Health, Education and Welfare and other Departments of government. Accordingly, the Departments at the Federal level established a Federal Panel on Early Childhood, an inter-agency panel consisting of representatives of the Department of Agriculture, The Department of Housing and Urban Development, the Department of Labor, the Office of Economic Opportunity, the Bureau of the Budget, and the Department of Health, Education and Welfare, including the Assistant Secretary for Health, the Health Services and Mental Health Administration, the National Institutes of Health, the Office of Education, the Social and Rehabilitation Service, the Children's Bureau, and the Assistance Payments Administration. The Chairman is Jule Sugarman, Associate Director, Office of Child Development, Department of Health, Education and Welfare.

In an effort to achieve the mandated coordination, the Federal Panel developed Federal inter-agency requirements for all child care projects using Federal funds, regardless of sponsorship and source of funds. This would mean that any project using Federal funds for child care—whether its goal is employment of the mother, remedying educational or physical handicaps, preventing family breakdown, or any other purpose—must provide a comprehensive program which meets all children's needs, rather than just the specific need.
The Federal Panel has also announced, and is in the process of developing, the Community Coordinator Child Care Program (Four-C). Under this program, if it is fully developed at the Federal, State and local level, it may be possible for a local community to develop projects which use funds from different legislative authorities through a single application procedure, a single accounting system, a single reporting system, an averaging of matching fund requirements, pooling of funds, and possibly even the use of private and volunteer resources as “local share” matching funds. The result would be better continuity of service, fuller use of available resources, and a more stable system of coverage of needs.

Technical assistance is available to those states which wish to plan a state-level mechanism in order for local communities to be able to establish a 4-C Program. The Day Care and Child Development Council of America, Inc., has been awarded a Federal contract to provide technical assistance. This organization has established field representatives. In addition, the Day Care Council may contract for technical planning assistance within the state. Such assistance can be provided by an individual, a university, or an agency, to be mutually agreed on by the appropriate state officials with the Day Care Council.

For those states which choose to establish a coordinating mechanism which meets the guidelines for this voluntary program, the central and essential step is an agreement between the state-level agency of the Office of Economic Opportunity, and the state’s Department of Public Aid. These state officials would agree to encourage such projects, and to participate in a planning process which would result in a state-level mechanism for coordination, including in the planning process representatives from other appropriate public and private bodies which have an interest in child care, either mandated or permitted.

The Community Coordinated Child Care Program is voluntary for the states. The reasons for early participation could be summarized as follows:

1. A comprehensive service will have the advantage of continuity and improved delivery of service. Most families have a number of needs which are better met in one program, rather than a multiplicity of narrow services. Furthermore, people do not remain in static categories; they move back and forth from one group to another. It is preferable for them to remain in the same program as they change categories, rather than disrupting their families and inconveniencing themselves by constant shifting among too-narrow programs designed for specific goals. An example would be a mother who needs child care in order to participate in a job training program. At the end of the training she will need child care because she is a working mother. Both needs should be met in the same program, in order for the children to be best served. If needed services to the same family can be provided through the same center, it will be possible to build the necessary human ties in order for the program to succeed.

2. Another value to coordination is that it will make more efficient use of the Federal, state and community dollar and help make possible fuller use of the state and local level resources available.

3. It would mean more efficient use of the needed trained personnel will also result.

4. The process of securing and administering funds will be simplified for those giving service.

5. For users of the service—the parents—the process of securing services will be simplified.

6. Here in Illinois, the need for coordination has been recognized, and planning has taken place with the result that Chicago’s local Community Coordinated Child Care Program is being organized. Applications cannot be submitted to the Federal Panel, however, without the help of a state-level coordinating group.
If Illinois would request the technical assistance available under the program in planning the coordination of its child care programs, it would facilitate planning at the local level in Chicago. The State could request that it be selected as a demonstration State for the Community Coordinated Child Care Program.

7. There are some Federal incentives to cooperation in the Program. Recognized Community Coordinated Child Care Programs may be given priority consideration for a) use of training funds, b) research and demonstration projects, c) renovation and construction funds if they become available, and d) new child care money if funds become available, in addition to the planning assistance described above. Even though the Program is at present voluntary, there seems to be a clear trend in the direction of a requirement of coordination in recent legislation. The need for a coordinating mechanism is apparent in the present; it could become critical in the future.

Developments at the Local Level

While the need for additional day care services is widely recognized, the coordination possible through the Federal 4-C program offers a good omen for the future, the issue of securing needed day care in Chicago remains a critical one. This is documented by the fact that a review by the Welfare Council in 1969 revealed no significant increase in the actual supply of day care centers since 1967.

There are three critical questions, however, which must be answered before there can be a systematic expansion of day care centers:

1. How shall funds be obtained for the construction of new day care centers?
2. How will licensing be obtained for the operation of new day care centers?
3. How can Chicago improve the quality of existing day care centers?

The CHA has received a grant from the State Department of Housing and Urban Development for the construction of ten new day care centers to be built on a site previously owned by the CHA.

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Since HUD support is limited to construction of the centers, the Chicago Housing Authority does not have operating program funds for them. It must, therefore, seek agency sponsors capable of developing and financing comprehensive high quality day care service. To help deal with this problem, the Welfare Council of Metropolitan Chicago set up a Task Force to provide technical assistance to the CHA in the development of program specifications and financial development plans.

To assist the Chicago Housing Authority, staff proceeded:

1. to develop guidelines for a Core Program so that agencies could make the financial decisions based on a comprehensive, well rounded plan for day care services to children;

2. to analyze all possible sources of income so that agencies and CHA could arrange for sponsors for the new day care centers.

Successful funding of operating budgets for the new day care centers will achieve two purposes:

1. It will expand the supply of urgently needed day care service.
2. It will provide a demonstration of methods of financing new day care services which can be utilized in the metropolitan Chicago area by voluntary and governmental agencies.

Thus the CHA day care centers provide a unique opportunity to set the pattern for the new service delivery and for development of new financial support which are required if Chicago is to move toward the goal of providing day care to 13,000 children who need such service.

### Exhibit 1

**NEW CHA COMMUNITY SERVICE FACILITIES (8/29/69)**

<table>
<thead>
<tr>
<th>Development</th>
<th>Location</th>
<th>Day Care Center</th>
<th>Size in Sq. Ft. Day Care Center</th>
</tr>
</thead>
<tbody>
<tr>
<td>ABLA 1324 S. Loomis</td>
<td>Near Westside</td>
<td>1</td>
<td>7,000</td>
</tr>
<tr>
<td>CABRINI 418 W. Oak</td>
<td>Near Northside</td>
<td>1</td>
<td>7,000</td>
</tr>
<tr>
<td>HORNER 1834 W. Washington Blvd.</td>
<td>Central Westside</td>
<td>1</td>
<td>7,000</td>
</tr>
<tr>
<td>ICKES-HILLIARD AREA 2400 S. State</td>
<td>Near Southside</td>
<td>1</td>
<td>7,000</td>
</tr>
<tr>
<td>ROCKWELL 2500 W. Jackson Blvd.</td>
<td>Westside</td>
<td>1</td>
<td>7,000</td>
</tr>
<tr>
<td>STATEWAY 3640 S. State</td>
<td>Central Southside</td>
<td>1</td>
<td>7,000</td>
</tr>
<tr>
<td>TAYLOR 4700 S. State</td>
<td>Central Southside</td>
<td>2</td>
<td>14,000</td>
</tr>
<tr>
<td>WASHINGTON PARK 4414 S. Cottage Grove</td>
<td>Central Southside</td>
<td>2</td>
<td>14,000</td>
</tr>
<tr>
<td>WELLS 454 E. Pershing Rd.</td>
<td>Central Southside</td>
<td>1</td>
<td>7,000</td>
</tr>
</tbody>
</table>

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SUMMARY OF REPORT
Based on a review of the experience of agencies operating day care services, this report proposes guidelines for action, develops a core program with options, reviews possible funding sources, and summarizes day care standards. The report is divided into the following sections:

Section I - Guidelines for Action
Recommendations for the core program and sources of possible financial support for the day care centers are summarized. The report identifies three potential sources of income: 1. The Chicago Housing Authority, 2. The Welfare Council of Metropolitan Chicago, and 3. Agencies interested in sponsoring any of the new CHA day care centers. Non-income families living in or near Chicago Housing Authority buildings, are expected to pay an average of $50 per month for service.

Section II - Core Program and Costs
Major service delivery issues are evaluated, utilizing City, State, and Federal standards for day care centers. A core program, capable of delivering relevant services to low-income families, is proposed. A sample budget reflects the cost of a core program serving 100 children in one Chicago Housing Authority center. Descriptions of staff requirements, equipment, and operating program expenses are included. An optimum program budget is compared with the core program budget. This section analyzes the ten center core program and costs.

Section III - Options to the Core Program
A series of options and variations for enriched services which could be added to the core program are reviewed. These options illustrate the range of adaptations which may become necessary if the core program is to meet local neighborhood and family requirements. The eight options permit flexible modification of the core program. Three exhibits have been prepared to illustrate the effect on the core budget of delivering service to children of non-working mothers and children with handicaps.

Section IV - Financing Chicago Housing Authority Day Care Centers
Sources of income to finance the day care centers are reviewed. Non-governmental sources discussed include family fees, private foundations, Community Fund, agency endowments, business, and labor unions. City, State, and Federal government sources are reviewed. Policy, funding, and priority issues are reviewed. Of special note is legislation passed in the last session of the Illinois legislature which provides for the first time a commitment to developing plans for day care on a statewide basis.

Section V - Community Standards
A core program with options that meet the needs of the area's social and economic community is proposed. This program develops a core service that provides core services to infants, toddlers, and children in a non-working mother's center. This program is designed to provide a core service that covers the full range of services needed by low-income families. The core program is supplemented by enrichment services that meet the needs of individual children. A key objective of the program is to provide a core service that meets the needs of all children, regardless of their family's income level.
The main sources of new Federal funds that will become available are discussed: implementation of the 1967 amendments to the Social Security Act, the HUD Model Cities Program, as well as from shifting Head Start Program priorities.

Section V - Standards Applicable to CHA Day Care Centers

Factors in State licensing, space, land, child-staff ratios, and staff qualifications are reviewed and summarized. Federal Interagency Standards for Day Care are reviewed. Federal staff qualifications are tabulated for easy comparison with the Illinois standards.
SECTION I

GUIDELINES FOR ACTION

1.

Strategy for Coordination of Service Delivery

A coordinated system should eventually include all comprehensive day care services being delivered through Chicago Housing Authority community space.

The proposed guidelines for a Core Program and criteria of the Federal Panel on Early Education should be utilized to set standards for services to be delivered and to monitor and evaluate agency performance. There should be a developmental plan to achieve administrative coordination, program coordination and cooperative staff development among agencies selected by the Chicago Housing Authority to sponsor day care services.

The Chicago Housing Authority should require sponsoring agencies to plan for comprehensive day care services including but not limited to educational, social, health and nutritional services, and parent participation. Required supportive functions cover administration, coordination, admissions, training and evaluation.

Local community needs may require that the Core Program be modified. Possible modifications are shown in the eight options described in this report. Additional program modifications may be required by the Policy Advisory Committee that will be organized by the operating or administering agency.

2.

Strategy for Developing New Operating Funds

The initial problem faced was to raise $1,500,000 in new funds. (One thousand children to be served at $1,500 annual cost per child, using the proposed Core Program.)

The Chicago Model Child Care Program (City Demonstration Agency) has funded two centers using temporary Chicago Housing Authority space. Two hundred children will be served at a cost of $300,000. The initial problem was to raise $1,200,000 in new funds.

The Federal Interagency Day Care Requirements lay the basis for a minimum program of parent involvement. A plan which encourages local control and initiative in the delivery of service should be a part of each day care center.

The proposed guidelines for a Core Program and criteria of the Federal Panel on Early Childhood should require development of a plan to plan for comprehensive day care services including local community needs.

Families receiving full or supplemental budget allowances from Cook County Department of Public Aid can pay the authorized rate of $65 per month. It is estimated that one-third of the families in each center will be able to pay $65 per month per child. Other low-income families, it is estimated, will pay $50 per month per child. These estimates come to:

<table>
<thead>
<tr>
<th>Children</th>
<th>Rate</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>264</td>
<td>$780</td>
<td>$205,920</td>
</tr>
<tr>
<td>536</td>
<td>$600</td>
<td>$321,600</td>
</tr>
<tr>
<td>800</td>
<td></td>
<td>$527,520</td>
</tr>
</tbody>
</table>

Recapitulation

<table>
<thead>
<tr>
<th>Source</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Model Cities (200 children capacity)</td>
<td>$300,000</td>
</tr>
<tr>
<td>Fees - CCDPA, Low Income Families</td>
<td>$527,520</td>
</tr>
<tr>
<td>(800 children capacity)</td>
<td></td>
</tr>
<tr>
<td><strong>Sub Total Income</strong></td>
<td><strong>$827,520</strong></td>
</tr>
</tbody>
</table>

The balance of $672,480 must come from other sources. These are reviewed in Section IV of this report. The task of raising $672,480 is both serious and complex. No one source seems to be willing or able to provide this amount of operating funds to the Chicago Housing Authority.

Previous experience with efforts to achieve joint funding have been discouraging to Board members and administrators of governmental as well as voluntary agencies. There are problems of timing and planning, of technical skills required to draft proposals to comply with obtuse guidelines, of complicated and extended schedules of regional and national reviews of proposals, of raising the funds for the matching local share, of complying with differential and unrelated criteria of separate agencies, and of uncoordinated funding cycles. Such problems increase as the quantum jump takes place from single to joint applications for funding. The structure of service delivery agencies which must apply for new funds must be modified. Governmental agencies which must allocate funds for urban child care services also must change procedures.

Despite these problems, operating funds must be made available for "tooling up" early in 1970 for the day care centers which will be ready for use in August 1970. This means that a joint funding plan must be developed by the Chicago Housing Authority.

It almost seems essential that the Chicago Housing Authority develop some system of central, dual, joint or other mixture of administration of comprehensive day care services. There would be enhanced effectiveness of service delivery and the economy of lower costs. The CHA capacity to set standards would be increased. CHA could monitor and evaluate agency performance in service delivery. The development of a professional staff and community-based standards could be used to provide an opportunity for CHA to compare the quality of services being delivered by alternative sponsors in a variety of settings in the total CHA system.

The Chicago Housing Authority should develop a sound, centrally administered plan for day care service delivery which meets the requirements and expectations of the community to be served, as well as the voluntary and governmental agencies which will be responsible for certifying and approving the use of tax revenues to increase the quality and supply of much needed urban child care services.
Governmental Joint Funding Policies

Governmental funding policies must be changed in order to facilitate joint funding. There is a great need to simplify present policies and administrative procedures as well as to pass new legislation.

There are two critical steps which must be taken before joint funding will be possible in Chicago. First, the City of Chicago must develop a "recognized" Local Community Coordinated Child Care (Four-C) Program. The Federal Panel on Early Childhood in June 1969 designated the City of Chicago as one of the first fifteen municipalities to be eligible to receive technical assistance from the Day Care and Child Development Council of America. Technical assistance on a demonstration basis will be available only if Chicago desires to initiate a local Four-C Program.

While this local Four-C Program will be planned and operated by the City of Chicago, implementation of the Four-C concept depends on achieving cooperation with several key State of Illinois agencies. The Chicago's Model Cities Agency, the City Demonstration Agency, must be consulted and a formal application for recognition must be submitted to the Federal Regional Committee (FRC) and to the State of Illinois Four-C Committee when one is organized and duly appointed by the Governor.

The FRC will deal with the City of Chicago Four-C organization on all matters of Federal concern. The FRC will review the application submitted by the City and act against the criteria for recognition. The FRC will then deal with the Four-C organization on all matters of general concern related to day care.

The second critical step is to work toward the enactment of joint funding legislation. The proposed joint funding simplification act of 1969 was introduced in 1968 and upon the passage of the bill to extend joint funding under the limited joint funding authorization under Section 612 of the Economic Opportunity Act of 1968, the bill was passed by the Congress on June 6654, "The Proposed Joint Funding Simplification Act of 1968." The proposed joint funding simplification act of 1968 was introduced in 1968 and upon the passage of the bill, joint funding will be possible in Chicago.

The proposed joint funding simplification act of 1968 was introduced in 1968 and upon the passage of the bill, joint funding will be possible in Chicago. There is a great need to simplify present policies and administrative procedures as well as to pass new legislation. There are two critical steps which must be taken before joint funding will be possible in Chicago. First, the City of Chicago must develop a "recognized" Local Community Coordinated Child Care (Four-C) Program, and second, the joint funding policies must be changed in order to facilitate joint funding.
A statewide plan for day care services will be developed by Illinois Department of Public Aid and Department of Children and Family Services. The Illinois Department of Mental Health and Illinois Department of Human Services could finance services to exceptional children by grants-in-aid using state and Federal funds.

1. The exclusion of social services to past and potential recipients.
2. The exclusion of social services to low income target neighborhoods.
3. The inability of the state to accept voluntary contributions to provide the 25 per cent local share for matching Federal funds.
4. Contact should be maintained with the Illinois Department of Public Aid as planning continues for Work Incentive Program day care services. Day care service is still needed by WIN mothers who complete training and are no longer eligible for WIN day care.

Some Child Welfare Services research and demonstration funds may be available through the Department of Health, Education and Welfare. The Department of Labor could set up a demonstration day care center in a new Chicago Housing Authority facility.

Business and industries located near a Chicago Housing Authority day care center might be approached to support the new service by a contribution or by planning to develop a training program for mothers, and purchasing a specific number of day care slots for the children of these mothers.

City-wide business leaders could support a campaign to develop broader financial support for the system of new day care centers.

Contact should be maintained with the Illinois Department of Public Aid as planning continues for Work Incentive Program day care services. Day care service is still needed by WIN mothers who complete training and are no longer eligible for WIN day care.

Agencies might review their priorities for current endowments.

Non-Governmental

Some Child Welfare Services research and demonstration funds may be available through the Department of Health, Education and Welfare. The Department of Labor could set up a demonstration day care center in a new Chicago Housing Authority facility.

As Head Start funds are being allocated to increase the supply of day care for working mothers, some half-day Head Start programs may choose to increase the volume and scope of their service, using the new Chicago Housing Authority community space.

Manpower Training projects in New Careers could be developed to finance salaries for mothers who would be trained as child care workers, social service, health and community aides in the expanded day care services system.

Department of Agriculture could provide 75 per cent of the cost of kitchen equipment, 80 per cent of the salary of the cook and housekeeping aide as well as the total cost of a sound nutritional program.

Private foundations could be approached to finance expanded services.

State and City Government

City-wide business leaders could support a campaign to develop broader financial support for the system of new day care centers.

Agencies might review their priorities for current endowments.

The Illinois Department of Public Aid and Department of Children and Family Services will provide some State support via grants-in-aid.
SECTION II
CORE PROGRAM AND COSTS FOR CHICAGO HOUSING AUTHORITY DAY CARE CENTERS

Definition of Day Care

It is necessary to define the term day care before plans can be laid and steps taken to establish a new system of services. The following definition is drawn from "Day Care for Children in Chicago," a 1968 publication of the Welfare Council of Metropolitan Chicago.

"Day care refers to a wide variety of arrangements for the supervised care of children away from their homes, for part or all of the day, when parents or guardians are obliged or wish to delegate responsibility for their care."

Need for Service

Day care centers have traditionally offered group care to children without regard to other needs which children have regardless of their age. While providing for the care and protection of children, a center must also address issues to other needs which children have regardless of their age. For and to protect children as well as to meet their educational needs.

Objectives of the Core Program

Objectives of the core program for day care centers should be to provide both developmental and protective day care. While community employment patterns may vary, it can safely be assumed that a center should operate from 7:00 a.m. to 6:00 p.m. in order to provide both developmental and protective day care.

Day care services must be open longer than the regular school day. While community employment patterns may vary, it can safely be assumed that a center should operate from 7:00 a.m. to 6:00 p.m. in order to provide both developmental and protective day care.

By providing comprehensive day care services, the Chicago Housing Authority is taking one step in filling this gap. Since all will be in low income communities, it is essential that the day care centers be planned with the specific needs of these children in mind.

The need for developmental and protective day care is obvious in low income communities. If it is assumed that any parent would choose between two undesirable alternatives: 1) to remain at home to care for the children and forego the opportunity to enter the labor force or training programs; 2) to leave the home for employment, relying on child care arrangements that are temporary or below standard. A comprehensive day care center could meet both needs.

When there is not enough good quality day care service available, a center is needed to provide care. Day care services must be open longer than the regular school day. While community employment patterns may vary, it can safely be assumed that a center should operate from 7:00 a.m. to 6:00 p.m. in order to provide both developmental and protective day care.

References


This is a descriptive study of our basic approaches to day care from 1941 through 1968. The need, demand, policy and program for day care are identified in Federal publications during the war years 1941-47, the latent period 1948-63, and the present period 1964-68. Selected Federal day care publications were read and analyzed in terms of need, policy and program.
their families' income. Since the center will care for children for long periods of time each day, it is essential that the developmental and protective needs of the child be met. Specific objectives in this regard include the following:

- to influence a positive concept of self;
- to enhance each child's social, cognitive and communication skills;
- to prepare each child for creative participation in the school system;
- to strengthen both the family and the community in order to provide the best possible environment for the growth of each child.

Such an approach demands qualified teachers experienced in the field of early childhood education, as well as other personnel whose concern is for the growth of the individual child.

The Proposed Guidelines for a Core Program provide for both the developmental needs of children and the economic needs of families. They suggest content that is educational and geared to the growth needs of children. At the same time, service is delivered so as to allow parents freedom to seek employment or to be involved in other productive activities. The estimated cost is $1,500 per child per year.

Day care can be offered for less but only by altering either the quality or length of the service. For example, part-time nursery schools cost less per child since each child attends for less than a full day, usually for two or three hours. This type of service meets some of the developmental needs of children in low-income areas, but not the broader family income needs since the child is not cared for long enough to allow the parent to work.

Another example of a lower unit cost service is the proprietary day care center. This type of center usually operates on a full day basis. However, because it must operate at a profit, it is often forced to offer lower salaries and cut expenses elsewhere. This affects the standard of service. It might also be possible that some proprietary centers have found more efficient methods of operation. If this is the case, it would be wise to incorporate these methods into the Core Day Care Program. Since there is no evidence that any such methods are now in effect, it is assumed that no substantial reduction in cost could occur without a subsequent reduction in quality or hours of operation. Neither reduction is seen as a viable option for the proposed centers.

Additional Service Options

The proposed Core Program more than meets the State day care licensing requirements. It is close to the new Federal Interagency Standards for Day Care. It is still possible, however, to increase the quality and comprehensiveness of the program. The lower section of Exhibit 2 spells out some possible additional service options. These options are grouped in two categories which, though not mutually exclusive, are related to the two main emphases of a day care program: The developmental needs of the child and the economic needs of the family.

---

Developmental Needs of Children

To increase its services related to the developmental needs of children, a day center could do any of the following (not listed in priority):

1. Expand the program to include services to mentally and physically handicapped children.
2. Expand professional consultation and service by engaging psychiatrists, psychologists, social workers, and educators on a part-time basis.
3. Place special emphasis on the provision of health screening services for the prevention and detection of physical and mental illness in cooperation with the Chicago Board of Health. Deliver needed health services and follow up on defects identified during screening, using existing community health facilities.
4. Provide increased educational services beyond the minimum State licensing requirements by hiring additional teachers specifically trained and experienced in Early Childhood Education.

Economic Needs of Families

To further increase its services related to the economic needs of families, a center could do any of the following (not listed in priority):

1. Provide for a Career Ladder for community residents employed within the day care center. Develop an Employment and Training Program in cooperation with the Chicago Community Colleges to increase the supply of marketable skills in the community.
2. Increase the supply of day care services in the community by developing evening day care, family day care homes, and after-school care.

PROPOSED CORE PROGRAM

Capacity of the Facility

The day care center will be licensed to serve 100 children from the age of three to six years old from 7:00 am to 6:00 pm, five days per week.

The day care center could do any of the following (not listed in priority):

1. Provide for a Career Ladder for community residents employed within the day care center. Develop an Employment and Training Program with the Chicago Board of Health.
2. Increase the supply of day care services in the community by developing evening day care, family day care homes, and after-school care.
3. Expand the program to include services to mentally and physically handicapped children.
4. Expand professional consultation and service by engaging psychiatrists, psychologists, social workers, and educators on a part-time basis.

To increase the services related to the developmental needs of children, a day center could do any of the following (not listed in priority):
Exhibit 2

ESTIMATED COSTS FOR CHA DAY CARE

CORE PROGRAM & SERVICE OPTIONS

MINIMUM STANDARDS*

Part-Time Preschool

AM

PM

Full Day Care

FEDERAL INTERAGENCY STANDARDS FOR DAY CARE

CORE PROGRAM

FULL DAY CARE

SPECIAL OPTIONS

DEVELOPMENTAL
NEEDS OF CHILDREN

Program for Physically and Mentally Handicapped Children

Professional Consultation and Service

Health Services

Additional Educational Services

ECONOMIC
NEEDS OF FAMILIES

Career Ladder-Employment Program

Evening Day Care

Family Day Care Bonus

Extended Program for Afterschool Care

OPTIMUM PROGRAM (CORE + OPTIONS)

*Illinois Child Care Act - 1967 - Minimum Standards for Licensed Day Care Center
Welfare Council of Metropolitan Chicago, Planning and Research Division 5/69
Children will be divided into groups which may vary in size from eight to 25. The maximum size of groups is set in State licensing standards. Group size is based on age and social development.

Each group should have a teacher and a child care worker. Volunteers may be used to supplement paid staff. The child-staff ratio should be planned to provide one adult for every five children. (See Exhibit 3, Child-Staff Ratio for Day Care Center.)

The Core Program provides for parent involvement and for a full range of activities for children in the center, on the playground, and on field trips.

Program Plan for Parent Involvement

It is essential that the parents of the children in each center be involved in the program and operation of the center. A plan which encourages local control and initiative in the delivery of service should be a part of each day care center. The Federal Interagency Day Care Requirements lay the basis for a minimum program of parent involvement. This program includes the following requirements:

1. Opportunities must be provided parents at times convenient to them to work with the program and, whenever possible, observe their children in the day care facility.

2. Parents must have the opportunity to become involved themselves in the making of decisions concerning the nature and operation of the day care facility.

3. Whenever an agency (i.e., an operant or an administering agency) provides day care for 40 or more children, there must be a policy advisory committee at that administrative level where most decisions are made.

4. Whenever an agency (i.e., an operation of an administering agency) operates the center, a policy committee must perform productive functions, including but not limited to:
   a. Assisting in the development of the programs and approval of policies to assure a degree of responsibility for community control of the program at that administrative level.
   b. Assisting in organizing activities for parents and volunteers.
   c. Securing a channel for hearing complaints on the program and ideas for program improvement.
   d. Initiating suggestions and ideas for program improvement.
   e. Assisting in organizing activities for parents and volunteers.
   f. Assisting in organizing activities for parents and volunteers.
   g. Assisting in organizing activities for parents and volunteers.

5. The Core Program provides for parent involvement and for a full range of activities for children in the center, on the playground, and on field trips. (See Exhibit 3, Child-Staff Ratio for Day Care Center.)

6. The maximum size of groups is set in State licensing standards. Group size is based on age and social development. Each group will be divided into groups which may vary in size from eight to 25.
**Exhibit 3**

**CHILD - STAFF RATIO FOR DAY CARE CENTERS**

<table>
<thead>
<tr>
<th>Age of Children</th>
<th>Illinois Standards</th>
<th>Federal Interagency Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Maximum Group Size</td>
<td>Minimum Staff</td>
</tr>
<tr>
<td><strong>Two</strong></td>
<td>8</td>
<td>1</td>
</tr>
<tr>
<td><strong>Three</strong></td>
<td>20</td>
<td>2</td>
</tr>
<tr>
<td><strong>Four</strong></td>
<td>20</td>
<td>1</td>
</tr>
<tr>
<td><strong>Five and Over</strong></td>
<td>25</td>
<td>1</td>
</tr>
<tr>
<td><strong>Mixed</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Between Three and Six</td>
<td>20</td>
<td>2</td>
</tr>
<tr>
<td><strong>Mixed</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Between Two and Six</td>
<td>15</td>
<td>2</td>
</tr>
<tr>
<td>Six through Fourteen</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
A basic approach to the daily activities of each child in the family is also specified in the Federal Inter-agency Day Care Requirements. The proposed Core Program should also meet these requirements:

1. Educational opportunities must be provided every child. Such opportunities should be appropriate to the child's age regardless of the type of facility in which he is enrolled; i.e., family day care home, group day care home, or day care center.

2. Educational activities must be under the supervision and direction of a staff member trained or experienced in child growth and development. Such supervision may be provided from a central point for day care homes.

3. Each facility must have toys, games, equipment and material, books, etc., for educational development and creative expression appropriate to the particular type of facility and age level of the children.

4. The daily activities for each child in the facility must be designed to influence a positive concept of self and motivation and to enhance his social, cognitive, and communication skills. The child's knowledge of his own immediate environment, and to inform him of the total world beyond his own neighborhood. The child's knowledge of his own immediate environment, and to inform him of the total world beyond his own neighborhood.

5. Field trips should be planned for the purpose of broadening the child's knowledge of his own immediate environment, and to inform him of the total world beyond his own neighborhood. The child's knowledge of his own immediate environment, and to inform him of the total world beyond his own neighborhood.

6. For school-age children, it is desirable that the policies at day care facilities be flexible enough to allow the children to go home at times to which the family is accustomed, and to enable the child to work on school assignments and participate in extracurricular activities.

7. Educational activities must be under the supervision and direction of a staff member trained or experienced in child growth and development.

Limitations of Health Services

The Core Program would meet the Federal Inter-agency Day Care Standards assuming that appropriate dental, medical and other health evaluations and treatments could be provided by existing community health care facilities.

For community health care services not available, the following additional costs for each one hundred children enrolled would be added to the annual Federal Inter-agency Day Care Program:

- Psychological and Psychiatric Consultation: $6,000 (one day a week)
- Full Dental and Medical Care, 100 Children @ $150 per year: $15,000
- $21,000

Conclusion

Educational opportunities must be provided every child. Such opportunities should be appropriate to the child's age regardless of the type of facility in which he is enrolled; i.e., family day care home, group day care home, or day care center. Educational activities must be under the supervision and direction of a staff member trained or experienced in child growth and development. Each facility must have toys, games, equipment and material, books, etc., for educational development and creative expression appropriate to the particular type of facility and age level of the children. The daily activities for each child in the facility must be designed to influence a positive concept of self and motivation and to enhance his social, cognitive, and communication skills. The child's knowledge of his own immediate environment, and to inform him of the total world beyond his own neighborhood. The child's knowledge of his own immediate environment, and to inform him of the total world beyond his own neighborhood. Field trips should be planned for the purpose of broadening the child's knowledge of his own immediate environment, and to inform him of the total world beyond his own neighborhood. Educational activities must be under the supervision and direction of a staff member trained or experienced in child growth and development. Educational opportunities must be provided every child. Educational activities must be under the supervision and direction of a staff member trained or experienced in child growth and development.
The budgets for the Core Program and for an Optimum Service Program are itemized in Exhibits 4 and 5.

The Core Program Meets Community, City, State and Federal Standards

The Core Budget could meet current State of Illinois licensing requirements. It could meet the standards of the Chicago Housing Authority which expects an up-to-date comprehensive day care service to be developed. It could also meet the standards of families needing day care services.

STAFFING PATTERN

Key staff, including the administrator, program director, teachers, child care workers, nurse, and social worker, should be educationally and professionally qualified. Child care aides, cooks, assistant housekeeping aide, custodian, clerical and substitute staff should be qualified by experience or on-the-job training. Where possible, residents who can meet requirements should be employed. The following qualifications and salary ranges are proposed:

Proposed Staff Qualifications:

The Administrator should have a Master's Degree in child development with four to six years' experience in teaching and some previous administrative experience in day care or Head Start. The proposed salary range is $10,000 to $13,000.

The Teachers should have Bachelor's Degrees in child development, primary school education or comparable training and two years' previous experience in day care or Head Start. The proposed salary range is $7,500 to $10,500.

The Child Care Workers and Substitute Regular Staff should have completed two years in college, preferably with training in child development and two years' paid experience in some social work agency or Head Start. The proposed salary range is $5,400 to $8,600.

The Child Care Aides should be high school graduates with some college training in child development. At least one year's paid experience in day care or Head Start would be preferable. The proposed salary range is $4,000 to $7,100.

The Cook should be a high school graduate with some ability to plan and prepare simple nutritional meals. The proposed salary is $4,800 to $7,200.

The Assistant Cook-Housekeeping Aide, whose job is to assist in the preparation of meals and the maintenance of the kitchen, could be someone with or without a high school education. The proposed salary range is $4,000 to $6,500.

The Custodian-Security Guard, who will be responsible for the maintenance of the facility, care of the equipment, and for program assistance, could be someone with or without a high school education. The proposed salary range is $4,000 to $6,780.

The Clerical Worker should be a high school graduate with typing ability. She must be able to handle confidential records of staff and children and financial payments. The proposed salary is $4,800 to $5,900.

The Social Worker should have a Master's Degree in social work and some experience with children, family and community work. The proposed salary range is $8,000 to $11,600.
<table>
<thead>
<tr>
<th>Description</th>
<th>Core Program</th>
<th>Optimum Services Program</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salaries*</td>
<td>1,200</td>
<td>1,200</td>
</tr>
<tr>
<td>(Less) Vacant Position Adjustment</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employee Health and Retirement Benefits</td>
<td>3,560</td>
<td></td>
</tr>
<tr>
<td>Payroll Taxes</td>
<td>1,200</td>
<td></td>
</tr>
<tr>
<td>Supplies</td>
<td>600</td>
<td></td>
</tr>
<tr>
<td>Food</td>
<td>1,500</td>
<td></td>
</tr>
<tr>
<td>Program Supplies</td>
<td>1,000</td>
<td></td>
</tr>
<tr>
<td>Household Paper Products</td>
<td>900</td>
<td></td>
</tr>
<tr>
<td>Office Supplies and Postage</td>
<td>1,800</td>
<td></td>
</tr>
<tr>
<td>Telephone</td>
<td>4,200</td>
<td></td>
</tr>
<tr>
<td>Laundry</td>
<td>3,000</td>
<td></td>
</tr>
<tr>
<td>Gas and Electricity</td>
<td>4,294</td>
<td></td>
</tr>
<tr>
<td>Occupancy</td>
<td>1,000</td>
<td></td>
</tr>
<tr>
<td>Equipment, Repair, Replacement</td>
<td>1,200</td>
<td></td>
</tr>
<tr>
<td>Conferences - Staff Development</td>
<td>1,000</td>
<td></td>
</tr>
<tr>
<td>Local Transportation - Children</td>
<td>1,000</td>
<td></td>
</tr>
<tr>
<td>Security and Management</td>
<td>5,000</td>
<td></td>
</tr>
<tr>
<td>Local Transportation - Children</td>
<td>3,000</td>
<td></td>
</tr>
<tr>
<td>Gas and Heat - CHA</td>
<td>2,500</td>
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</tr>
<tr>
<td>Emergency</td>
<td>800</td>
<td></td>
</tr>
<tr>
<td>Parent Involvement Expense</td>
<td>15,000</td>
<td></td>
</tr>
<tr>
<td>Parent Involvement Expense (Less) @ $150 per child</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Parent Involvement Expense (Less) (Parent)</td>
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<tr>
<td>Insurance (Medical and Dental)</td>
<td>1,200</td>
<td></td>
</tr>
<tr>
<td>Insurance (Life)</td>
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<td></td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>600</td>
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<tr>
<td>Total Expense for One Year</td>
<td>$150,000</td>
<td>$157,950</td>
</tr>
</tbody>
</table>

See Exhibit 5.
### Exhibit 5

**CORE AND OPTIMUM SERVICES PROGRAMS – SALARIES**

**CHICAGO HOUSING AUTHORITY DAY CARE FACILITY**

**(100 Children)**

<table>
<thead>
<tr>
<th>Employee</th>
<th>Annual Salary Range</th>
<th>Core Program</th>
<th>Optimum Services Program</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Number Employed</td>
<td>Minimum Salary</td>
</tr>
<tr>
<td>Administrator</td>
<td>$10,000–$13,000</td>
<td>1</td>
<td>$10,000</td>
</tr>
<tr>
<td>Program Director</td>
<td>8,500–11,600</td>
<td>None</td>
<td>$8,000</td>
</tr>
<tr>
<td>Social Worker</td>
<td>8,000–11,600</td>
<td>1</td>
<td>8,000</td>
</tr>
<tr>
<td>Teacher</td>
<td>7,500–10,500</td>
<td>5</td>
<td>37,500</td>
</tr>
<tr>
<td>Child Care Worker</td>
<td>5,400–8,600</td>
<td>3</td>
<td>16,200</td>
</tr>
<tr>
<td>Child Care Aide</td>
<td>4,000–7,100</td>
<td>5</td>
<td>20,000</td>
</tr>
<tr>
<td>Cook</td>
<td>4,800–7,200</td>
<td>1</td>
<td>4,800</td>
</tr>
<tr>
<td>Assistant Cook - Housekeeping Aide</td>
<td>4,000–6,500</td>
<td>1</td>
<td>4,000</td>
</tr>
<tr>
<td>Custodian - Security Guard</td>
<td>4,000–6,780</td>
<td>2</td>
<td>8,000</td>
</tr>
<tr>
<td>Substitute Regular Staff</td>
<td>5,600–8,600</td>
<td>1½</td>
<td>8,400</td>
</tr>
<tr>
<td>Clerical Worker</td>
<td>4,800–5,900</td>
<td>1½</td>
<td>7,200</td>
</tr>
<tr>
<td>Nurse (required if any children are under two)</td>
<td>7,500–9,500</td>
<td>None</td>
<td>$124,100</td>
</tr>
</tbody>
</table>

**TOTAL SALARIES**
ADDITIONAL EXPENSES

Expendable Program Supplies

Phonograph records, story and picture books, sensory aids, teaching materials, and household paper products would cost approximately $3,000 per center. These are available through the School Lunch Act. Public instruction, a reimbursement of 55c per child per day is provided for agricultural education, administered by the Office of the Superintendent of Instruction, under the U.S. Department of Agriculture. Tuition for 100 children total up to a cost of $14,520. Some commodities are available through the School Lunch Act, U.S. Department of Agriculture, administered by the Office of the Superintendent of Public Instruction. A reimbursement of 55c per child per day is possible for agencies that qualify. This would provide the $14,520.

First Year Equipment Cost

The estimated initial cost of acquisition of equipment for program, office, and kitchen is $20,000. This expense is not included in the annual $150,000 expense budget for each center. A reimbursement from the U.S. Department of Agriculture of up to 75% of the cost of purchase or rental of kitchen and food service equipment is possible for agencies that qualify. If kitchen equipment expenditures are estimated at $12,000, this would provide $9,000 or a reimbursement of 75% of the cost of purchase or rental of kitchen and food service equipment. Each center would still require an expenditure of approximately $3,000 for 25% local share of the kitchen equipment as well as $8,000 for program and office equipment. The net first year equipment cost for 25% of the local share of the kitchen equipment as well as $8,000 for program and office equipment would still result in an expenditure of $71,000 per center. The facility must provide adequate and nutritious meals and snacks.

The Nutrition Program

Emphasis will be placed on simple nutritional meals. Efforts will be made to introduce new foods in order to have a properly balanced diet. The administrator should have experience or obtain consultation from a qualified nutritionist or food service specialist on planning the nutrition program. Some commodities are available through the School Lunch Act, U.S. Department of Agriculture, administered by the Office of the Superintendent of Public Instruction. A reimbursement of 55c per child per day is possible for agencies that qualify. This would provide the $14,520.

1 emphasis will be placed on simple nutritional meals.
ADMINISTRATION OF A SYSTEM OF DAY CARE FACILITIES

The proposed Core Program, as outlined above, assumes that each center will be administered separately. It is appropriate, however, at this point to ask the following questions:

1. What will be the relationship among the new day care centers?

2. What will be the relationship of these new day care centers to the 12 new community centers which are to be constructed as a part of the Modernization Program?

3. What will be the relationship of these 23 new facilities to a) the existing on-site health, social work and recreational agencies in CHA permanent or converted community space; b) the existing off-site agencies that serve the residents of the housing developments?

Central, dual, joint, and other mixtures of administration have a number of implications for the operation and utilization of the centers. The most obvious implication is in terms of cost and economy. Lowered costs are possible through joint purchasing, joint janitorial services and a more efficient use of administrative and clerical personnel. If all the day care centers were administered centrally, an estimated $58,015 out of a $1,500,000 budget could be saved annually.

Exhibit 6, which compares the staff positions in a centrally administered program with one in which the centers are administered separately, illustrates this assumption. Dual administration of day care and community space would also result in savings through some joint purchasing and through joint use of administrative, clerical and janitorial staff.

Combined administration or other types of relational structures can also enhance the effectiveness of service delivery. A clear example of this would be a day care center which coordinates an afterschool and family day care project with an adjoining community center. Similarly, training programs for day care aides can be conducted on a city-wide basis and can draw on the resources of many agencies.

Some channels which encourage the dissemination of knowledge gained from the various projects, programs, and experiences almost seem essential.

The establishment of structures which inter-relate the various agencies that serve residents of housing may also increase the ability of CHA to set standards for services that are delivered and to monitor and evaluate agency performance. While coordination alone cannot upgrade standards, these structures can be used to identify gaps in service and to compare the services delivered in a variety of settings. A preliminary question is, of course, what role will CHA play in the maintenance of standards. Certainly, CHA must make judgments in regard to agencies that propose to operate new services in housing property. The basis on which these judgments are made and the relationship of new agencies to those that already exist are issues with which CHA must deal.
### COMPARISON OF PERSONNEL COSTS - INDIVIDUAL AND CENTRAL ADMINISTRATION

<table>
<thead>
<tr>
<th>Staff Position</th>
<th>Core Program</th>
<th>Core Program - Central Administration</th>
<th>TWO Staff Positions</th>
<th>TOTAL PERSONNEL COST</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administrator</td>
<td>1@10,000 = 10,000</td>
<td>10@10,000 = 100,000</td>
<td>1@25,000 = 25,000</td>
<td>1@25,000 = 25,000</td>
</tr>
<tr>
<td>Program Supervisor</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Social Worker</td>
<td>1@8,000 = 8,000</td>
<td>10@8,000 = 80,000</td>
<td>0.5@8,000 = 4,000</td>
<td>5@8,000 = 40,000</td>
</tr>
<tr>
<td>Business Manager</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Program Director</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Business Manager</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Social Worker</td>
<td>1@7,500 = 7,500</td>
<td>50@7,500 = 375,000</td>
<td>1@7,500 = 7,500</td>
<td>50@7,500 = 375,000</td>
</tr>
<tr>
<td>Child Care Worker</td>
<td>3@5,400 = 16,200</td>
<td>30@5,400 = 162,000</td>
<td>3@5,400 = 16,200</td>
<td>30@5,400 = 162,000</td>
</tr>
<tr>
<td>Child Care Aide</td>
<td>5@4,000 = 20,000</td>
<td>50@4,000 = 200,000</td>
<td>5@4,000 = 20,000</td>
<td>50@4,000 = 200,000</td>
</tr>
<tr>
<td>Cook</td>
<td>1@4,800 = 4,800</td>
<td>10@4,800 = 48,000</td>
<td>1@4,800 = 4,800</td>
<td>10@4,800 = 48,000</td>
</tr>
<tr>
<td>Assistant Cook</td>
<td>1@4,000 = 4,000</td>
<td>10@4,000 = 40,000</td>
<td>1@4,000 = 4,000</td>
<td>10@4,000 = 40,000</td>
</tr>
<tr>
<td>Custodian</td>
<td>0.5@4,000 = 2,000</td>
<td>20@4,000 = 80,000</td>
<td>0.5@4,800 = 2,400</td>
<td>20@4,800 = 96,000</td>
</tr>
<tr>
<td>Security Guard</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Substitute Regular Staff</td>
<td>1@5,600 = 5,600</td>
<td>15@5,600 = 84,000</td>
<td>1.5@5,600 = 8,400</td>
<td>15@5,600 = 84,000</td>
</tr>
<tr>
<td>Clerk Typist</td>
<td>3/10@6,000 = 1,800</td>
<td>20@6,000 = 12,000</td>
<td>3/10@4,800 = 960</td>
<td>20@4,800 = 9,600</td>
</tr>
</tbody>
</table>

**TOTAL PERSONNEL SALARIES**

- Individual: $1,241,000
- Central Administration: $1,188,000
- Total: $2,429,000

**Fringe Benefits**

- Individual: 9.5% of $1,241,000 = $117,900
- Central Administration: 9.5% of $1,188,000 = $112,860
- Total: 9.5% of $2,429,000 = $229,760

**TOTAL PERSONNEL COST**

- Individual: $1,241,000 + $117,900 = $1,358,900
- Central Administration: $1,188,000 + $112,860 = $1,300,860
- Total: $2,429,000 + $229,760 = $2,658,760

---

**Comparison of Personnel Costs - Individual and Central Administration**

- **Core Program**
  - Staff Position:
    - Administrator
    - Program Supervisor
    - Social Worker
    - Business Manager
    - Program Director
  - Core Program - Central Administration:
    - Staff Positions:
      - Child Care Worker
      - Child Care Aide
      - Cook
      - Assistant Cook
      - Custodian
      - Security Guard
      - Substitute Regular Staff
      - Clerk Typist
  - **TWO Staff Positions**
    - Social Worker
    - Business Manager
  - **TOTAL PERSONNEL COST**
    - Individual: $1,241,000
    - Central Administration: $1,188,000
    - Total: $2,429,000

---

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- Central Administration: 9.5% of $1,188,000 = $112,860
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- Individual: $1,241,000 + $117,900 = $1,358,900
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- Total: $2,429,000 + $229,760 = $2,658,760
SECTION III

OPTIONS AND ALTERNATIVES TO THE CORE PROGRAM

The Core Program can be varied to extend service to more children or provide more intensive service to the same children. The eight special options noted in Exhibit 2 are explained here in more detail.

The purpose of the options is to increase the number of alternatives available to families as they plan for their child care needs. It will be important to avoid any built-in limitations on the utilization of the program. Different families will have different needs, but in order to provide for the continuous care of the greater number of children, a variety of options should be available.

1. Program for Mentally-Physically Handicapped Children

This program would offer special services to children regardless of their need for protective day care. While some handicapped children may need full day care, it is assumed that this program would serve only children who could not benefit from programs designed for normal children. Therefore, any additional care beyond the hours of the program would have to be given outside the center—probably in a day care home. In all likelihood, these services would be offered on a half-day basis, thus increasing the total number of children served since the program would offer two sessions per day. At the same time, the number of places available to children of working mothers would be reduced.

This type of program is more expensive than Core day care because it requires a lower child/adult ratio and also requires teachers specially trained in exceptional education. Although this program is costly, it deserves careful consideration since the need for it is great. In any community, a certain per cent of the children can be expected to be retarded or handicapped. These children may show up at a day care center or they may be shut up in their homes. In any case, they present a difficult problem to their family, especially when there are insufficient resources to provide adequate care or treatment. Many mothers would like to work but simply cannot because of the needs of their children.

2. Professional Consultation and Service

There are many professions that have knowledge and skills which can be used creatively in the day care centers. Examples of appropriate consultation services include the following: psychiatric consultation on individual cases, social work consultation on problems of children, families and parent involvement; educational consultation on the services and program of the center.

Such professionals need not be employed on a full-time basis to be used in the program. Consultants can be employed on a regular hourly basis (for example, two hours a week) or occasionally for more extended periods. The cost of such services depends on the profession being employed. This is a good way to increase the quality of service at a fairly reasonable cost.

It is also possible to hire outside professionals on a part-time basis to do direct service. Staff can also be professionally

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supplemented by providing placement for student teachers and social work students. Students would require professional supervision.

3. Program of Health Services

Every day care center should be concerned for the health of the children it serves and certain health standards are required by law. However, it may wish to extend its educational services. Some means of coordination and service are also essential to the health of the children in the community. It may be necessary to coordinate the evening program and care for the children.

4. Additional Educational Services

Since early education is important for all children, the center may wish to extend its educational services. Some means of doing this were discussed under the heading "Professional Consultation and Service." It is also possible to hire additional professionals on a full-time basis. In order to provide these services available to more children, the center will have to coordinate the evening program and care for the children.

5. Evening Day Care

Any additional professional staffs and equipment are needed to provide educational services. This type of program would require a few hours of additional professional staffs. The time of the evening program would depend on the needs of the community and the resources available. In this case, since most of the children will be engaged in educational activities, the time of the evening program would be extended to include care for the children during the evening hours. The center could extend its educational services by providing additional professional staffs and equipment.

6. Family Day Care Homes

If the center needs to provide educational services for the children, it should coordinate the evening program and care for the children. The center could extend its educational services by providing additional professional staffs and equipment. In this case, since most of the children will be engaged in educational activities, the time of the evening program would be extended to include care for the children during the evening hours. The center could extend its educational services by providing additional professional staffs and equipment.
The center could be responsible for the coordination and supervision of the homes and the training of the day care mother. The program would emphasize the social and educational needs of the child, as well as his need for care and protection. This type of program would require the services of at least one full time coordinator. The center would have to qualify for a child care agency license in order to provide this service.

7. **Extended Program for After School Care**

Six to thirteen-year-old children often need day care. Children of working parents may find themselves unsupervised at lunch time and after school until their parents return home from work. A program designed for these children need not have the strong educational emphasis that all day programs require since the child’s main need is for supervised care.

The total number of children served at the day care center cannot exceed one hundred at one time. If a number of children leave the center by 3:00 p.m. (those who are in half-day programs and those whose parents pick them up by 3:00 p.m.) space will be available for some children after school, or this type of care would be given at a neighboring community center while being administered by the day care center. The main additional cost of such a program would be the cost of additional staff people. This program could easily make use of volunteers to supplement paid staff.

8. **Employment Program and Career Ladders**

The centers will provide employment opportunities and a strong effort should be made to hire people from the low-income communities in which the centers will be located. Built into the employment program should be an intensive training component to enable employees to acquire new skills. The centers should also develop a Career Ladder Program that would concentrate on additional training and/or education that would enable employees to advance along career lines. Some professional staff time would have to be spent in training and supervision in the coordination of the program. Such a program would be of economic benefit to the community and would also serve to increase the community’s supply of sorely-needed day care staff.

Application of any of these eight options may shift the Core Program in terms of services provided to children and the amount of time children are served.

**Alternatives in the Allocation of Day Care Slots**

Three charts have been prepared to illustrate how one hundred day care slots can be arranged so that a variety of services can be offered and a larger number of children can be served. The Core Program budget projects full-day care service to one hundred children of working mothers at an estimated annual cost of $150,000. The first chart (Exhibit 7) illustrates this program. Since it is assumed that children of working mothers will need care for the entire day, no special half-day classes are included in this alternative.

Exhibits 8 and 9 illustrate programs with some half-day sessions since not all children need full-day care. For example, parents may wish to have their children receive a good early childhood development experience. If the child does not need additional protective care, half-day sessions are most appropriate for this type of service. At times, mothers need care for their children while they go shopping, make clinic visits, or participate in social, educational or community improvement activities. This, again, does not require full-day care.

Other parents seek specialized care for retarded or handicapped children.
Exhibit 8

DAY CARE CENTER  CORE PROGRAM FOR 80 CHILDREN
LICENSED CAPACITY 100 CHILDREN - THIS VARIATION SERVES 140 CHILDREN

<table>
<thead>
<tr>
<th>HOURS</th>
<th>0</th>
<th>10</th>
<th>20</th>
<th>30</th>
<th>40</th>
<th>50</th>
<th>60</th>
<th>70</th>
<th>80</th>
<th>90</th>
<th>100</th>
</tr>
</thead>
<tbody>
<tr>
<td>Seven AM</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lunch</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Three PM</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Six PM</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SIX PM</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NINE PM</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

number of children

- 10
- 10
- 20
- 10
- 10

SIX PM
NINE PM
SERVICE OPTIONS TO BE DEVELOPED BY THE COMMUNITY

KEY
- WORKING MOTHERS
- NON-WORKING MOTHERS
- SPECIAL SERVICES - HANDICAPPED

Welfare Council of Metropolitan Chicago, Planning and Research Division 6/69
Licensed capacity 100 children - This variation serves 180 children.

Day Care Centers Core Program for 40 Children.
Since many of these services can be provided on less than a full day basis, more than one hundred children can be served by using the licensed slots in a carefully planned manner.

Exhibit 8 Program Emphasis—80 Children of Working Mothers
(Full Day)
60 Children (Part Day)

This exhibit was prepared to illustrate a center which allocates 80 slots to children of working mothers. Children with health or learning disabilities would be eligible if their disability did not prevent functioning in a normal group.

The remaining 20 slots would be used to provide part time services to 60 children of non-working mothers, based on child development needs or special service needs of the retarded child.

Services could be offered to 20 retarded children from 7:00 a.m. to 11:00 a.m. and from 11:00 a.m. to 3:00 p.m. in two sessions of 10 children each. The criteria for selection could be those retarded children who might be excluded from Head Start and kindergarten if no education intervention is developed.

Child development services could be offered to 40 children in three part time sessions (7:00 a.m. to 11:00 a.m., 11:00 a.m. to 3:00 p.m., or 3:00 p.m. to 6:00 p.m.).

The Core budget would change if services were delivered to 140 different children:

1. Nutrition costs would increase by $2,904 per year for 20 additional lunches per day.
2. The ratio of teaching staff to children would be increased, and additional qualifications would be required for such teachers. An estimate of the increased cost is $7,500 for one teacher.

It is possible that service to the 20 retarded children could be financed by the Illinois Department of Mental Health or Federal sources. If this is not possible, the cost of providing part time services to the 60 children would be:

Exhibit 9 Program Emphasis—40 Children of Working Mothers
(Full Day)
140 Children (Part Day)

This exhibit was prepared to illustrate a center which allocated 40 full days and 60 after school places to children of working mothers. The remaining 60 slots are used to provide part time services to 80 children. A 7:00 a.m. to 3:00 p.m. child development program would be provided for 40 children and a half day program would be provided for 40 handicapped children.

The Core budget would change if services were delivered to 180 different children:

1. Nutrition costs would increase by $2,904 per year for 20 additional lunches per day.
2. The ratio of teaching staff to children would be increased and additional qualifications would be required of such teachers. An estimate of the increased cost is $15,000 (2 teachers at $7,500).
It is possible that service to the retarded children could be financed by the Illinois Department of Mental Health or from federal sources. If this is not possible, the cost of providing part-time services to the 140 children would be:

<table>
<thead>
<tr>
<th>Service</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nutrition</td>
<td>$2,904</td>
</tr>
<tr>
<td>2 Teachers</td>
<td>$15,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$17,904</strong></td>
</tr>
</tbody>
</table>

Exhibits 8 and 9 are used here as examples of how the one hundred children would be financed. If this is not possible, costs of providing part-time services to the 140 children could be financed by the Illinois Department of Mental Health or from federal sources.
SECTION IV
FINANCING THE NEW CHICAGO HOUSING AUTHORITY DAY CARE CENTERS

This section examines the problem of financing the centers using the Core Program Guidelines. The total cost of operating these centers is estimated to be $1,500,000 per year (ten centers, 100 children each at $1,500 per child per year). All major sources of income are reviewed.

NON GOVERNMENT SOURCES

Payment by Families Using Day Care Services

Any fees from low-income families must be paid out of current earnings and cannot be expected to cover the full cost of care. A payment of $50 per month would be a heavy burden for most low-income families. (A family earning $3,600 would have to spend one-quarter of its non-food budget on child care.) Yet this amount would supply less than half the needed income. However, families receiving full or supplemental budget allowances from the Cook County Department of Public Aid (CCDPA) can pay the authorized rate of $65 per month. Since CCDPA serves one-third of the families in public housing, it can be estimated that the Department will provide the $65 per month for one-third of the children being served by the day care center.

Exhibit 10 compares the projected cost\(^1\) and income from fees in the Core Program with the cost and income from fees in two proprietary centers, in Head Start and in four voluntary day care centers. Family fees range from $10 to $100 per month, and costs per child range from $56 to $188 per month. If an average fee per child per month of $54.95 can be collected, the annual deficit for one center of 100 children will be $84,060. (This is based on an annual budget of $150,000.)

Private Foundations

Few foundations are currently financing delivery of services unless there is some research and demonstration strategy involved in the project. Voluntary agencies have already developed many such projects, some of which are currently funded by foundations that customarily contribute to Chicago area projects. Since the number of foundations available is limited, it is possible that new foundation


DAY CARE MONTHLY COSTS AND FEES PER CHILD

<table>
<thead>
<tr>
<th>Agency</th>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
<th>E</th>
</tr>
</thead>
<tbody>
<tr>
<td>Headstart</td>
<td>100</td>
<td>80</td>
<td>40</td>
<td>60</td>
<td>20</td>
</tr>
<tr>
<td>Agency A</td>
<td>50</td>
<td>30</td>
<td>10</td>
<td>20</td>
<td>10</td>
</tr>
<tr>
<td>Agency B</td>
<td>30</td>
<td>20</td>
<td>10</td>
<td>20</td>
<td>10</td>
</tr>
<tr>
<td>Agency C</td>
<td>20</td>
<td>20</td>
<td>10</td>
<td>20</td>
<td>10</td>
</tr>
</tbody>
</table>
| Average Fee per Child | $400 | $300 | $200 | $100 | $50 | $0

Source: Welfare Council of Metropolitan Chicago, Planning and Research Division
support might tend to divert funds from existing projects, without increasing the total amount of funds available to support expansion of new day care services.

**Community Fund of Chicago**

The Community Fund of Chicago revised special recommendations of the Priority Study by Fields of Service on December 16, 1968. General Day Care Service (A-10)\(^1\) is listed with the highest priority as a major increase service. Three elements are specified:

1. Service in disadvantaged areas.
2. Service to non-white children.
3. Service to economically disadvantaged clients.

The Chicago Housing Authority day care centers provide an opportunity for the Community Fund to make this high priority meaningful to agencies and the total community. The Community Fund could invest in programs for economically disadvantaged non-white children living in the inner-city by providing some support for the new CHA day care centers under its General Day Care Service priority.

**Alternative Use of Agency Endowments**

Most large established agencies have some endowments or special gifts. These have been committed to support current programs. The Community Fund has been providing deficit financing. Pressure has developed to increase agency self support and to generate agency matching funds to participate in any Office of Economic Opportunity (OEO) programs funded through the Chicago Committee on Urban Opportunity.

With some shifts developing in the OEO Program nationally, some agencies may be evaluating their current obligations, and may consider reallocation of their own matching funds from other programs which would be phased out in order to finance the new day care services.

**Business, Industry, Labor Unions**

There are a small number of day care centers which have been developed recently by industry, by hospitals and by labor unions.

There are several ways for industry to participate in expanding day care in Chicago:

1. Business and industrial leaders could join with city officials in pledging to provide the facilities on their own premises.
2. Business and industry located close to planned Chicago Housing Authority day care centers could pledge support for the annual cost of a specific number of children in one center as a community contribution.
3. Business could guarantee the cost of day care for a specific number of children and make these places available to women in the neighborhood. This could be planned as part of a project to create employment for a number of women who could be trained and then employed by the company.

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\(^1\) Welfare Council of Metropolitan Chicago, *Profiles of Forty Fields of Human Case Service in Chicago: Part II. The Profile, Day Care General*, covers the field of day care for "normal" children of pre-school age; the Profile, Day Care Special, covers day care for the emotionally disturbed and mentally handicapped children.
GOVERNMENTAL SOURCES

City of Chicago
Model Cities Program
The Model Cities Program application has been funded and makes available $350,000 for the day care of 200 children in Robert Taylor and Washington Park Homes. Temporary community space will be used until the new construction has been completed.

Chicago Public Building Commission
For construction of centers other than those projected in the Chicago Housing Authority Program, the Chicago Public Building Commission might serve to provide the capital funds via revenue bonds. Planning for such construction of new centers should be a high priority for the Mayor and the City Administration. The Chicago Public Building Commission structure for the sharing of costs among various governmental and private sources is flexible and could be instrumental in building new day care centers, and in amortizing the cost in rentals.

Commissioners of the Chicago Housing Authority
The Commissioners of the Chicago Housing Authority will need to review and consider changing their current practice of expecting voluntary agencies to finance the total cost of delivering high quality services through CHA community space. At present CHA provides space only. Inflation has increased all costs. At the same time, agency resources have not been increasing. The CHA Commissioners, therefore, should investigate two new possible sources of financial subsidy for services. One involves the use of additional internal income which CHA has developed by raising rent ceilings. The second would be to secure additional funds from the State Mental Health Fund. If such funds are appropriated by the General Assembly, they would be used to fund the second center. The first source of funds, which comes from the State Mental Health Fund, is already available to the CHA. The second source would be a State Mental Health Fund grant which comes from the State Mental Health Fund.

State of Illinois
State Mental Health Fund
The State provides some day care services to retarded children and adults. Some 2,700 mentally retarded children and adults are served through State day centers which receive grants from the State Mental Health Fund. The Community Services program of the Division of Comprehensive Mental Health Services administers this grant program.

Illinois Department of Children and Family Services
The Department currently operates the Lawndale Day Care Center which serves 100 children. A second center will be operated in the Near West Side area. The Department currently operates the Lawndale Day Care Center.

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The Chicago Public Building Commission might serve to provide the capital funds via revenue bonds. Planning for such construction of new centers should be a high priority for the Mayor and the City Administration. The Chicago Public Building Commission structure for the sharing of costs among various governmental and private sources is flexible and could be instrumental in building new day care centers, and in amortizing the cost in rentals.

Commissioners of the Chicago Housing Authority
The Commissioners of the Chicago Housing Authority will need to review and consider changing their current practice of expecting voluntary agencies to finance the total cost of delivering high quality services through CHA community space. At present CHA provides space only. Inflation has increased all costs. At the same time, agency resources have not been increasing. The CHA Commissioners, therefore, should investigate two new possible sources of financial subsidy for services. One involves the use of additional internal income which CHA has developed by raising rent ceilings. The second would be to secure additional funds from the State Mental Health Fund. If such funds are appropriated by the General Assembly, they would be used to fund the second center. The first source of funds, which comes from the State Mental Health Fund, is already available to the CHA. The second source would be a State Mental Health Fund grant which comes from the State Mental Health Fund.

Commissioners of the Chicago Housing Authority
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There are a number of laws now in effect, passed in the 1969 session of the Illinois Legislature, that will have an effect on day care in Chicago:

HB 2028, which amends the Act creating the Department of Children and Family Services, charges the Department to develop a statewide plan for day care services, to develop day care activity where needed, and to stimulate such activity at the local level. HB 1733 appropriated $700,000 for day care for the one-year period ending June 30, 1970. These funds can be used to provide day care through contract with public, voluntary or proprietary day care centers, or to expand day care services provided by the State.

The Department also sets the level of payment which can be paid by Illinois Department of Public Aid for day care services. At the present time the maximum monthly payment is $65 regardless of the cost of the service. This is low compared to the Chicago Housing Authority Core Program cost of $125 per month. The effect of the $65 payment has been that families spend state funds for service in day care homes or in the families' own homes, with supervision provided by older children, neighbors or other adults. Experience has demonstrated that such care is often custodial. Home day care cannot provide the stimulating equipment, trained teachers and group learning that a day care center affords.

Illinois Department of Public Aid

The Illinois Department of Public Aid purchases the largest amount of day care service in the State. Some 16,231 families received $282,509 for special training, education and work allowances in Cook County in September, 1968. Of this amount, $109,501 or 38.8 per cent was to cover the cost of child care and supervision provided to children outside their own home.1

In order to be eligible to receive funds for child care expenses, a mother must be employed or in a training or education program. The Work Incentive Program (WIN) provides money for day care while mothers are in training.

Since the budget of the Department appropriates both Federal and State funds for aid to families with dependent children, the State of Illinois, in effect, has a ceiling on matching Federal funds. However, payments for child care can be matched at the current rate of 75 per cent.

Funding Through the Schools

Legislation passed in the 1969 session of the State Legislature permits local school boards to establish child care and training centers (HB 2903). In setting standards, school boards must take into account those set by the Department of Children and Family Services for such facilities.

The law provides for reimbursement after July 1, 1970 by the Department of Public Aid to cover the cost of care in such centers for children of families receiving public assistance, where the mother must be away from home because of employment or other reasons. Fees to non-assistance families are not to exceed the per capita cost of the center and, to the extent feasible, are to be at a level to facilitate use of the centers by employed mothers of low or moderate income. Any other State or local governmental or private agency already providing care for children may purchase day care services from the centers. Necessary costs to the boards are to be paid out of school funds and are subject to State reimbursement.

Federal Sources of Day Care Funds

Exhibit 11 was developed to provide a picture as of December 1968 of the major sources of Federal funding for day care.

The chart reflects Federal allocations according to estimates by staff of the Day Care and Child Development Council of America and the United States Department of Health, Education and Welfare.

The Community Coordinated Child Care (Four-C) Program, which is being developed by Jule Sugarman, Associate Chief of the Office of Child Development, will have a direct effect on day care at the local level. Common program standards have been issued by the Department of Health, Education and Welfare, the Department of Labor, and the Office of Economic Opportunity. These standards—the Federal Interagency Day Care Requirements—must be met by all Federally funded day care programs.

1 Myra Sullivan, "DAY CARE NEEDS," COUNTY LINES AND STAFF NOTES, Cook County Department of Public Aid, February 1969.
The chart below summarizes pertinent information concerning the operation of the major federal day care programs.

**Major Sources of Federal Funding for Day Care**

<table>
<thead>
<tr>
<th>Program</th>
<th>Legislative Authority</th>
<th>Authorized Amount</th>
<th>Federal Share</th>
<th>Eligible Operators</th>
</tr>
</thead>
<tbody>
<tr>
<td>WIN</td>
<td>Economic Opportunity Act</td>
<td>$6.5 million</td>
<td>90%</td>
<td>State, local welfare agencies, single purpose agencies, private non-profit organizations, state welfare agencies, welfare agencies, non-profit organizations, private employers, labor unions, direct assistance to individuals</td>
</tr>
<tr>
<td>AFDC</td>
<td>Social Security Act</td>
<td>$8.5 million</td>
<td>85%</td>
<td>Federal Children's Bureau, state welfare agencies, local welfare agencies, community action agencies</td>
</tr>
<tr>
<td>Title IVA</td>
<td>7901(a)</td>
<td>$35 million</td>
<td>85%</td>
<td>Federal Children's Bureau, state welfare agencies, local welfare agencies, community action agencies</td>
</tr>
<tr>
<td>Title IVA</td>
<td>7901(b)</td>
<td>$70 million</td>
<td>80%</td>
<td>Federal Children's Bureau, state welfare agencies, local welfare agencies, community action agencies</td>
</tr>
</tbody>
</table>

The main purpose of the Community Coordinated Child Care Program is to coordinate day care and related child welfare services at the local level. In addition, the program is intended to aid in the systematic development of child care services and to simplify the administrative relationship between local programs and State and Federal governments.

The program is already functioning at the national level. The Community Coordinated Child Care Program Standing Committee, which represents the major Federal agencies that have an interest in day care on the Federal Panel on Early Childhood, has administrative responsibility for the program. The Federal Regional Four-C Committees have been organized and will have the responsibility for its operation. The Chicago program is also getting underway.

The Community Coordinated Child Care Program will not put any new money into day care immediately. However, there are a number of Federal programs which do provide some money for such service. A brief review of sources of operating, demonstration and facilities funding opportunities follows:

Sources of Federal Assistance for Day Care Operating Expenditures

S.S.A. Title IV A, Section 402 (A) 14, "Aid to Families of Dependent Children"

Since 1962 Federal funds have been available to those states which chose to deliver social services to AFDC families. This 1967 Amendment now orders all states to develop a program of Family and Child Welfare Services for every AFDC family, aimed at strengthening family life and fostering child development. The suggestions in this Title of "Child Development," as an appropriate social service, makes the concept of quality day care more explicit. The State of Illinois could comply with the requirement to develop a plan to provide family and child welfare services to every AFDC family without providing day care. However, if the State does develop day care, it now must meet the new Federal Interagency Day Care Standards.

Title IV A also provides that optional services may be offered to "former and potential" recipients of assistance on an individual or group basis. Groups may be all those families within a defined geographic area provided that as residents of that area, they are likely to become recipients of assistance within five years. A variety of criteria, such as average income and proportion of families already receiving aid may be used in defining the specific area. However, the service must be specified and must eventually be provided in all similar areas of the state.

S.S.A. Title IV B, Section 220:52 "Coverage of Optional Groups for Service"

The 1967 Social Security Amendments (Title IV, Section B) provide for social services to current, former and potential applicants for AFDC. Such possibilities are further elaborated in regulations discussed in the Federal Register for January 28, 1969 under Section 220:52 entitled, "Coverage of Optional Groups for Service." Pertinent portions from this section are quoted below, with italics added for special emphasis:

"Determinations as to potential recipients are made either for individual families and children or for groups of families and children. An individual determination must be based upon a reasonable conclusion that the current social, economic and health conditions of the family indicate that the family would likely become a recipient

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1 "Guidelines on Regulations" (Regulations on Service Programs for Families and Children) Federal Register, January 28, 1969, pp. 40-41.
assistance. There are a number of possible sources for the local matching money.

I. Funds are donated on an unrestricted basis.
   1. Funds are donated on an unrestricted basis when:
      a. There is no condition placed on the use of the money.
      b. The money is donated to an organization or agency that will administer the money.

II. Funds are donated on a restricted basis when:
   1. The money is restricted to a specific purpose or activity.
   2. The money is restricted to a specific geographic area.
   3. The money is restricted to a specific group of individuals.
   4. The money is restricted to a specific time period.

The Illinois Department of Children and Family Services could use some of the day care money which was authorized by the last session of the General Assembly. Private agencies and individuals could raise the money which would meet the above qualification. The Illinois Department would then be able to provide services on a group basis to the recipients who meet the criteria for eligibility.

The specific types of services under this broad service class are:

1. Support of a particular activity in a named community
2. Funds are donated for a certain general kind of activity
3. Support of a particular program in a specific community
4. Funds are donated for a general purpose

The specific types of services under this broad service class are:

1. Support of a particular activity in a named community
2. Funds are donated for a certain general kind of activity
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1. Support of a particular activity in a named community
2. Funds are donated for a certain general kind of activity
3. Support of a particular program in a specific community
4. Funds are donated for a general purpose
jointly and have it placed in a state trust fund. From there the money would go to the Federal government for matching. Foundations, businesses and local community groups could do the same.

The local share could also come from Chicago Housing Authority as an in-kind contribution. The day care centers will be operated in new buildings to be constructed with modernization funds. Since this is a mortgage program, the centers are property of the City of Chicago. For the most part, the space will be donated. At the current rental rate of $4 per square foot for out of loop space, the actual contribution will be $28,000 annually for each center or $280,000 for ten centers.

S.S.A. Title IV A, Section 402 (A) 15, Work Incentive Program

The Work Incentive Program was authorized by the 1967 Amendments to the Social Security Act. Its goal is to move men, out of school youths 16 years and older, and women off the welfare rolls and into productive employment.

Responsibility for the program has been assigned to the Secretary of Labor. It is administered by the Labor Department's Manpower Administration through its Bureau of Work Training Programs, the agency that operates the Neighborhood Youth Corps and other Anti-poor and Manpower Development Programs.

The legislation authorizing the program estimates that the Labor Department could move about 757,000 welfare recipients into jobs, training or work experience programs at a Federal cost of $841 million, by the end of fiscal year 1972. But the net cost will be much lower, as the Federal Government is expected to save an estimated $476 million in welfare payments. The net cost will be further reduced as the former welfare recipients move into jobs and become taxpayers. The Secretary of Labor was directed to have 32,000 welfare clients in the program at a Federal cost of $40 million in fiscal 1968. All states must enter the program by July 1, 1970.

States are required to provide child care for mothers with young children who are referred to the program. (However, no day care is provided by Illinois while the father is employed or in training.) The Illinois Department of Public Aid is responsible for identifying mothers on AFDC who are employable, and the Department of Children and Family Services is responsible for locating day care services which meet standards and for helping mothers make sound child care plans. Day care is provided only for the time that clients are actually in the Work Incentive Program.

S.S.A. Title IV B, Section 422 (A), Child Welfare Services

In 1969 the Department of Children and Family Services will receive $1.8 million under this Title. Of this, $250,000 a year is allocated to continue the operation of the Lawndale Day Care Center. The balance is allocated to state staff training fellowships, staff development, and in-service training for professional child welfare staff.

The bulk of the Child Welfare Service funds under other Titles come directly to the Illinois Department of Public Aid, and are spent for child welfare and purchase of day care for AFDC mothers who are employed.

One new requirement calls for States to develop more effective procedures for involving parents of children served in planning and policy issues in the delivery of such day care services. A second requirement specifies that day care programs must address themselves to the improvement of the child's health and his general development.

These provisions will strengthen the new Federal Interagency Day Care Standards and encourage the development of high quality day care in Illinois.
A number of changes have been made to the Economic Opportunity Act of 1964 which will affect programs. An order issued by the President in April 1969 will simplify procedures when funds from more than one Federal Agency go to day care or any other program under Section 612 of the Economic Opportunity Act. Executive Order 11466 provides that in programs assisted jointly by Office of Economic Opportunity (OEO) and any other Federal agency, one of the funding agencies may be designated to act for all of the funds. Other agencies may be designated to act in accordance with their own policies. Several OEO programs can have an effect on day care in Chicago.

E.O.A. Title I, Section 123(A)(6), Concentrated Employment Program

This could be helpful in meeting the cost of training day care aides. No increase in day care is anticipated next year under the Concentrated Employment Program.

E.O.A. Title II, Section 205(E), New Careers Bureau of Work

This could be helpful in meeting the cost of training day care aides. No increase in day care is anticipated next year under the New Careers Program.
It is proposed that a grant in Chicago could be useful in exploring the effect of the provision of day care services on the employability of residents of a poverty area.

If one Chicago Housing Authority day care center would provide day care for staff of one of the Regional Labor Department offices, or the closest State Employment Service Office, this might be a possible source of operating funds for the demonstration period.

Sources of Federal Assistance for Day Care Facilities

Federal support for the construction of day care centers was provided during the early period of day care in the United States. During the Work Progress Administration (WPA) funds were available to states for construction of centers. During World War II the Lanham Act provided Federal funds to certified war impacted areas. Construction of many centers was 100 per cent financed under provisions of the Lanham Act. Once World War II ended, the Lanham Act was repealed.

There are, at present, several sources of possible Federal support for the construction of day care centers. Such funding is the exception though there are a few examples in evidence. Several new Bills will be introduced in Congress in 1969 to provide some Federal day care construction funds.

United States Department of Housing and Urban Development—Modernization Program

The Department of Housing and Urban Development has funded a Modernization Program for Housing Authorities which provides some capital funds for community space. This is the source of funds for the $8.5 million for Chicago Housing Authority day care and community center construction.

Housing and Urban Development—Neighborhood Facilities Act

The day care center of the Social Services Center of the School of Social Service Administration of the University of Chicago has been funded under this Act. The construction cost of this day care center in Chicago is included in the total facility cost. It is the only example of its type which has been funded in Chicago. The State Department of Children and Family Services will fund and operate this day care center. It is planned as a demonstration of multi-service delivery of Public Welfare Services using demonstration Child Welfare Service funding.

SUMMARY OF FEDERAL SOURCES

Exhibit 12 summarizes a variety of Federal sources of day care money. Most of these programs require some local matching money, and this is also indicated. While most of the programs provide money for general operating expenses, some are more specific, and this is indicated in the chart. In addition, the various constraints associated with each of the programs are listed. Two of the Chicago Housing Authority day care centers will be funded through the Model Cities program. Both are located in target areas—one in Robert Taylor Homes and one in Washington Park Homes. Funding for the remaining eight centers is not yet clear.
<table>
<thead>
<tr>
<th>Program Reference Number</th>
<th>Staff (includes space rental)</th>
<th>Funds Available for Three General Areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>x</td>
<td>Technical Consultants</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Funds for Training MDA</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Training EOA</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Special Food Service</td>
</tr>
<tr>
<td>x</td>
<td>0</td>
<td>Modernization</td>
</tr>
<tr>
<td>x</td>
<td>0</td>
<td>Public Housing (Community Space)</td>
</tr>
<tr>
<td>x</td>
<td>0</td>
<td>Model Cities</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Neighborhood Facilities</td>
</tr>
<tr>
<td>0</td>
<td>0</td>
<td>Local Initiative Programs (EOA)</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Title IV - Small Business Administration - Project Own</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Title II (Compensatory Education) Title II (Innovative Program)</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Community Mental Health Centers</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Foster Grandparents</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Full Day Head Start</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Juvenile Delinquency Prevention</td>
</tr>
<tr>
<td>x</td>
<td>0</td>
<td>Child Welfare Service</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Child Care for Medical Families (WIN)</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Aid to Families with Dependent Children</td>
</tr>
<tr>
<td>0</td>
<td>x</td>
<td>Child Care Service</td>
</tr>
</tbody>
</table>

**Funds Available for Three General Areas**

**Reference Guide to Programs in Exhibit 12**
EXHIBIT 12
FEDERAL FUNDS FOR DAY CARE PROJECTS

<table>
<thead>
<tr>
<th>AGENCY AND AUTHORIZATION</th>
<th>PROGRAMS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Department of Health, Education and Welfare</strong></td>
<td>1. <em>Child Welfare Service Funds</em>—To develop and strengthen social services for families and children.</td>
</tr>
<tr>
<td>Social and Rehabilitation Service (SRS) (Social Security Act)</td>
<td>2. <em>Aid to Families with Dependent Children</em>.</td>
</tr>
<tr>
<td></td>
<td>3. <em>Child Care Funds for the Work Incentive Program (WIN)</em> (Department of Labor) The 1967 Amendments to the Social Security Act require all appropriate persons 16 and over receiving AFDC to report for work or job training.</td>
</tr>
<tr>
<td></td>
<td>4. <em>Care for Mentally retarded children and children of disadvantaged persons in training through rehabilitation Services Administration (an agency of SRS).</em></td>
</tr>
<tr>
<td><strong>Office of Juvenile Delinquency and Youth Development</strong> (Juvenile Delinquency Prevention and Control Act 1968)</td>
<td>5. Preventive services, training, improved techniques and practices.</td>
</tr>
<tr>
<td><strong>Office of Child Development</strong> (Economic Opportunity Act 1964)</td>
<td>6. <em>“Full Day Head Start”</em>—Children 3 to 6 in care for at least 8 hours per day, 5 days per week (7:00 a.m. to 7:00 p.m.). All centers must meet Federal Interagency Day Care Requirements with regard to ratio of staff to children, involvement of parents and other central features of Head Start and Community Action programs generally. They must also meet local and State licensing requirements.</td>
</tr>
<tr>
<td>Administration on Aging (AOA and HEW) (Older Americans Act and Economic Opportunity Act 1964)</td>
<td>7. <em>The Foster Grandparent Program</em>—Places senior adults (men and women over 60 years of age) who work with children in institutions or day care centers.</td>
</tr>
</tbody>
</table>
**GRANT MATCHING FORMULA**

**ELIGIBILITY REQUIREMENTS**

| State and local Welfare Department, Illinois State Employment Service cooperates. SRS responsible for child care and for identifying persons to be referred for WORK or JOB training. In Illinois, the State Department of Public Aid (IDPA) and State Department of Children and Family Services (DCFS) share responsibility for WIN referrals. |

| Federal 80%, at least 20% non-Federal |

| No set formula |

| Federal 85% to 75%, State varies from 15% to 25%. |

| State and local Welfare Departments. |

| **Federal 80%** |

| Federal 80% to 75%, State varies from 15% to 25%. |

| State and local Welfare Departments. |

| **Daycare Programs funded to local CACSU with Head Start money have been administered by** |

| ** Druid Hills from DFS.** |

| Direct grants from DFS. |

| Grant or contract to any public or non-profit private agency or organization via designated single State agency or in some cases, private or care. |

| **Federal 80%, at least 20% non-Federal** |

| Federal 80%. At least 20% non-Federal share. May include in-kind contributions of labor (volunteer and professional), space costs and materials. |

| **Daycare Programs funded to local CACSU with Head Start money have been administered by** |

| ODEW since July 1, 1969. |

| No set formula |

| Daycare Programs which are funded to local CACSU with Head Start money have been administered by **Federal 80%**. |

| ODEW since July 1, 1969. |

| Daycare Programs include child care costs. State may contribute. |

| No set formula. |

| Project grants may include staff and program or construction costs or in some cases, purchase of care. |

| Federal 80%, at least 20% non-Federal share. May include in-kind contributions of labor (volunteer and professional), space costs and materials. |

| **Daycare Programs funded to local CACSU with Head Start money have been administered by** |

| ODEW since July 1, 1969. |

| ODEW since July 1, 1969. |

| Federal 85% to 75%, State varies from 15% to 25%. |

| State and local Welfare Departments. |

| **Federal 80%** |

| Federal 85% to 75%, State varies from 15% to 25%. |

| State and local Welfare Departments. |

| **State share varies from 15% to 25%.** |

| **Federal 75%, State 25%.** |

| **State share varies from 15% to 25%.** |

| **Federal varies 85% to 75%, State and local Welfare Departments.** |

| Federal 85% to 75%, State varies from 15% to 25%. |

<p>| State and local Welfare Departments. |</p>
<table>
<thead>
<tr>
<th>AGENCY AND AUTHORIZATION</th>
<th>PROGRAMS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Department of Health, Education and Welfare (cont.)</td>
<td>8. Community Mental Health Centers Program (National Institute of Mental Health, NIMH)—provides for comprehensive mental health services for emotionally disturbed or mentally ill children. Facilities and staffing grants are available. Includes migrant health; research, demonstration and pilot projects; experimental and special training projects; continuing education, facilities, mental health center staffing.</td>
</tr>
<tr>
<td>Health Services and Mental Health Administration (Community Mental Health Centers Construction Act 1963)</td>
<td></td>
</tr>
<tr>
<td>Office of Education (Elementary and Secondary Education Act 1965) (Vocational Education Act 1963) (Higher Education Act 1965)</td>
<td>9. Title I (Compensatory Education) Title III (Innovative Programs) Includes educationally deprived children in low income areas; research, surveys, demonstrations and dissemination; vocational education in home economics; research, experimentation and development, work-study program.</td>
</tr>
<tr>
<td>Office of Economic Opportunity Great Lakes Region</td>
<td>10. Under the &quot;Local Initiative Provisions&quot; of the Economic Act of 1964 limited amounts of funds may continue to be available for full day care. Includes Community Action Programs, assistance for migrant and seasonal farm workers.</td>
</tr>
<tr>
<td></td>
<td>11. Title IV - Small Business Administration - Project OWN—Geared to an entrepreneur interested in operating a small business. Arranges a small business loan with generous terms, low interest and low equity requirements through private banks cooperating with SBA. The SBA insures the repayment of the loan to the bank in the case of default. The Project OWN concept is closely analogous to FHA financing for home ownership. Includes SBA Business and Economic Opportunity Loans and Lease Guarantee Program.</td>
</tr>
<tr>
<td></td>
<td>12. SBA 502 Program provides financing from SBA to local development corporations for the development of facilities and equipment to enhance economic development in a community. Under the auspices of the local development corporation, land can be cleared; stores, factories, shipping centers, etc. can be built; and upon completion, the buildings can be leased to private businesses. The revenue from the leases can be used to repay the SBA loan.</td>
</tr>
<tr>
<td>Eligibility Requirements</td>
<td>Grant Matching Formula</td>
</tr>
<tr>
<td>--------------------------</td>
<td>------------------------</td>
</tr>
<tr>
<td>At least 25 members of the community must own over 75% of the corporation stock.</td>
<td>Insurance Program (not grant).</td>
</tr>
<tr>
<td>Local Community Action Agency (CCUA) must apply.</td>
<td></td>
</tr>
<tr>
<td>Federal 80%; At least 20% non-Federal.</td>
<td></td>
</tr>
<tr>
<td>Local Public School Board must obtain Program approval and funding through State Department of Education.</td>
<td></td>
</tr>
<tr>
<td>State Department of Mental Health reviews and approves Program plan in cooperation with Regional HEW Office.</td>
<td></td>
</tr>
<tr>
<td>Such a program can generate new day care facilities for lease to governmental, voluntary or business interests which plan to deliver day care services. New owners could include local groups of residents or individuals now using day care services.</td>
<td></td>
</tr>
<tr>
<td>AGENCY AND AUTHORIZATION</td>
<td>PROGRAMS</td>
</tr>
<tr>
<td>--------------------------</td>
<td>----------</td>
</tr>
</tbody>
</table>
| **Department of Housing and Urban Development**  
*Housing and Urban Development Act 1965 as amended 1969*  
*U.S. Housing Act of 1937 as amended*  
*Demonstration Cities and Metropolitan Development Act 1966* | 13. *Neighborhood Facilities*—Day care centers can be incorporated into construction funded under Section 703. |
| | 14. *Model Cities*—In selected Demonstration Neighborhoods. Supplemental funds are being awarded to participating cities for action projects that include the construction and operation of day care centers and other child care programs. |
| | 15. *Low Rent*—Day care facilities for low rent residents can be leased, purchased or constructed as part of the community space the local housing authority provides for the project residents. In some cases when public space or suitable rooms are not available, dwelling units can be converted and used for day care. |
| | 16. *Modernization Program*—A day care center can also be incorporated within the plans for updating community space in low rent housing and is paid for under the Modernization Program of the Housing Assistance Office (HAO). |
| **Department of Agriculture**  
*National School Lunch Act (as amended 1968)*  
*Child Nutrition Act 1966* | 17. *Special Food Service Program*—Project designed to improve the nutritional status of pre-school and school age children. Day care centers are eligible if they serve children from low income areas, or from areas with many working mothers. Assistance can take the form of: |
| | a. Cash reimbursement for food purchased for children up to 55¢ per day. |
| | b. USDA—donated foods, depending on availability, amounts, and kinds required. |
| | c. Financial help to buy or rent necessary equipment including kitchen and table service equipment. The agency group or institution must pay at least 25%. |
| | d. Technical assistance and guidance to establish and operate a program. |
| | e. 80% of the salary of cook, assistant cook and fringe benefits. (New Careers—DOL). Also school breakfast program, special milk program, cooperative State-Federal Research Service. |
GRANT MATCHING FORMULA

EUGISIUTY REQUIREMENTS

Federal 75% to 66 2/3%. State share ranges from 2.5% to 33 1/3%.

Facilities must be available to the entire community and to all age ranges.

Priority to poverty areas. Facilities must be available to the entire community and to all age ranges.

Criteria for participation in the Program include both health and financial components. Written agreement must be executed:

1. Operate a non-profit food service for all children regardless of race, color or national origin.
2. Serve meals which meet USDA prescribed minimum requirements.
3. Supply free or reduced price meals to children unable to pay the full charge. Such recipients to be designated without being identified or discriminated against in any way.

Local share may include in-kind contributions of labor (volunteer and professional), space costs, and materials.

This is a mortgage insurance guarantee program, not a grant program.

City Demonstration Agency (CDA) Target Area only.

100% Federal supplemental funds.

Federal 75% to 66 2/3%. State share ranges from 2.5% to 33 1/3%.

EXHIBIT REQUIREMENTS

GRANT MATCHING FORMULA
### AGENCY AND AUTHORIZATION

**Department of Labor**  
Manpower Administration—  
Bureau of Work Training Programs (BWTP)  

**EOA Act of 1964**

**Manpower Development and Training Act of 1962**

**Small Business Investment Act of 1953 as amended 1958**

### PROGRAMS

18. *Training of Staff for Child Care Centers Through DOL Manpower Programs.* (Also Title I-D Special Impact Programs.)  
   a. *Title III, Section 205(e)*  
      *New Careers—Semi-professional job opportunities including training, education and on-the-job training in child care, as well as other health, education and social service fields, to the poor and unemployed.*
   
   b. *Title I-B*  
      *Neighborhood Youth Corps—Program of work experience to permit young people to remain in or return to school. Includes work in child care centers.*
   
   c. *Title II, Section 205(d)*  
      *Operation Mainstream—Provides work in small towns and rural areas for older poor persons who may rehabilitate or landscape child care centers.*
   
   d. *Work Incentive Program* for welfare recipients, some of whom may be referred to child care facilities for jobs or training.

19. *Funds for Training—Trainees often receive funds to pay for day care for their own children. Some day care services are operated by public or non-profit private agencies under manpower training contracts. Job Opportunities in the Business Sector (JOBS) has a provision that could provide a program for day care.*

   *Title I, Experimental, Developmental, Demonstration and Pilot Projects; Title II, Training Skill Development Programs; Section 7(a) Business Loans; also included are On-the-Job Training (OJT) Concentrated Employment Program (CEP), Training and Skill Development Programs.*

20. *Technical Consultants—The DOL Women's Bureau works with community groups to build support for more child care facilities. The Department offers technical consultants for general planning and publications on child care needs and financing.*
The 1967 Amendments to the Social Security Act require all appropriate persons 16 and over receiving AFDC to report for work or job training.

Local CAA must apply.

CAAs CCAO is funded.

Local educational institutions must sponsor the two-year program.

NOTE:
See US. Department of Labor, Women's Bureau, Women's Bureau, Federal Register, October 18, 1969, Government Printing Office, Washington, D.C. For the latest information.
SECTION V
STANDARDS APPLICABLE TO CHA DAY CARE CENTERS

State Licensing Standards

Space Requirements by Age of Children

New construction must meet State standards and local Public Health, Building and Fire Department codes. The State of Illinois licensing standards require the following:

- A minimum of 25 square feet per child under 2 years of age;
- A minimum of 35 square feet of indoor activity space per child in programs for normal children 2 years of age and over;
- At least 45 square feet of activity space per handicapped child if ambulatory, over two years of age;
- Generally, 75 square feet of outdoor activity area per child with play space safely enclosed or otherwise protected from traffic and other hazards;

Toilet facilities

<table>
<thead>
<tr>
<th>Number of Children</th>
<th>Toilet/Lavatory</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 - 10 children</td>
<td>1 toilet/lavatory</td>
</tr>
<tr>
<td>100 children</td>
<td>5 toilets/lavatory</td>
</tr>
</tbody>
</table>

Federal Interagency Day Care Requirements require that any new center meet the State licensing standards. Federal requirements apply now to all day care programs and facilities utilized by the administering agencies which receive Federal funds whether the facilities are operated directly by the administering agencies or whether contracted to other agencies.

In Chicago Housing Authority day care construction, the design calls for one hundred normal children over 2 years of age. The space required was calculated at 30 square feet per child. An additional 35 square feet was provided for auxiliary use in halls, office, toilets, kitchen, isolation room, and storage. Thus 70 square feet for one hundred children will call for 7,000 square feet per center.

Handicapped Children

To qualify for service to handicapped children, an additional 10 square feet per child is required in the center. Approximately 87 handicapped children could be cared for in a 7,000 square feet building.

Outside Space Standard

Seventy-five square feet of outdoor play space per child is required. Therefore, each center must plan for 7,500 square feet of outdoor space.

State and Federal Personnel Standards

Exhibit 13 and 14 summarize the staff qualifications specified by the Federal Interagency Day Care Requirements and by the State of Illinois. The Interagency Requirements specify that staffing patterns must be in reasonable accord with those outlined in the Head Start Manual of Policies and Instructions. Therefore, the qualifications listed in Exhibit 14 are taken from that publication.

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2 Ibid., p. 3.

<table>
<thead>
<tr>
<th>Title</th>
<th>Duties</th>
<th>Required Qualifications</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detect*</td>
<td>Administration</td>
<td>Requires a Bachelor's degree in Childhood Education and Development</td>
</tr>
<tr>
<td>Child Care Worker</td>
<td>Immediate planning and supervision of the daily activities of a group of children in a licensed day care center</td>
<td>18 years of age, high school diploma or equivalent certificate and enrollment in an accredited university</td>
</tr>
<tr>
<td>Aides &amp; Attendants</td>
<td>Assistance to Child Care Worker</td>
<td>18 years of age, high school diploma or equivalent certificate and direct supervision of a child care worker</td>
</tr>
<tr>
<td>Assistant to Child</td>
<td>Same as above</td>
<td></td>
</tr>
<tr>
<td>Care Worker</td>
<td>Same as above</td>
<td></td>
</tr>
<tr>
<td>Teacher</td>
<td>Immediate planning and supervision of the daily activities of a group of children in a licensed day care center</td>
<td>Requires a Bachelor's degree in Childhood Education and Development</td>
</tr>
<tr>
<td>Physician</td>
<td>Medical supervision and treatment of children</td>
<td>2 years of college or equivalent, plus 2 years of experience as a director, coordinator, or manager</td>
</tr>
<tr>
<td>Dentist</td>
<td>Administration</td>
<td></td>
</tr>
<tr>
<td>Psychologist</td>
<td>Administration</td>
<td></td>
</tr>
<tr>
<td>Psychiatrist</td>
<td>Administration</td>
<td></td>
</tr>
</tbody>
</table>

*Complete staff qualifications can be found in Standards for Licensed Day Care Centers and Group Day Care Facilities, State of Illinois, Department of Children and Family Services, December 1977, p. 10.*
Federal Interagency Day Care Requirements

The staffing pattern of the facility, reinforced by the staffing pattern of the operating and administering agency must be in reasonable accord with the staffing patterns outlined in the Head Start Manual of Policies and Instructions (September, 1967) and/or Recommended Standards developed by National Standard Setting Organizations.

Exhibit 14

FEDERAL INTERAGENCY STAFF QUALIFICATIONS

<table>
<thead>
<tr>
<th>Title</th>
<th>Duties</th>
<th>Recommended Qualifications</th>
<th>Required Qualifications</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director of Child Development Program</td>
<td>Formulate, coordinate and implement total program</td>
<td>Advanced Degree in Early Childhood Education, Social Work, Psychology, or related fields plus relevant experience, particularly in working with disadvantaged children</td>
<td>3 years of experience or formal training in working with young children</td>
</tr>
<tr>
<td>Director of Education Program</td>
<td>Supervise and coordinate education program</td>
<td>Degree in Early Childhood Education and relevant experience with pre-school children and poverty</td>
<td>3 years of teaching experience or formal training in Education or Child Development</td>
</tr>
<tr>
<td>Director of Social Services</td>
<td>Establish and maintain cooperative relationships, mobilize and develop new community resources to fill in gaps in health and social services</td>
<td>MSW in Social Work and substantial experience in comparable problems working with poverty families</td>
<td>3 years of experience or training in welfare or community service work</td>
</tr>
<tr>
<td>Director of Nutrition Program</td>
<td>Organize and supervise Nutrition Program</td>
<td>BA in Home Economics and 2 years' relevant experience</td>
<td>2 years in Nutrition and Food Service</td>
</tr>
<tr>
<td>Coordinator of Parent Activities</td>
<td>Liaison between Child Development Center and the Community</td>
<td>Professional with training in Human Development, Sociology or Community Organization; experience in working with adults in target areas</td>
<td>When professional is not available, parents with minimum experience and potential to function in an administrative capacity should be considered</td>
</tr>
</tbody>
</table>


<table>
<thead>
<tr>
<th>Duties</th>
<th>Required Qualifications</th>
<th>Recommended Qualifications</th>
<th>Other</th>
<th>Additional Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recruit, coordinate and supervise Volunteer Program</td>
<td>None</td>
<td>Paid or volunteer capable administrator</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Build and maintain Volunteer Training and Information Center</td>
<td>None</td>
<td>Some non-certified teachers who are experienced</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
<td>None</td>
</tr>
</tbody>
</table>
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